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THE SURVEY

MIDMONTHLY SEPTEMBER 1948

COMMUNITY CHEST
CAMPAIGN ISSUE

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SO THEY SAY

BELOVED TROUBLE SHOOTER

To the Editor: We have lost one of our most able and loyal community leaders in the death of Fred Butzel . . . Throughout his entire life he had a deep personal interest in the problems of underprivileged boys. Numerous people now occupying prominent places in our civic and professional life do so because Fred helped them over the rough spots and paid for their education. He had a particularly warm spot in his heart for lads who were in trouble with the law, and it was not unusual for him to be called out of bed in the middle of the night to help a youngster who was in the hands of the police. A number of years ago a teenage youngster applied for a job in one of our large department stores. He was asked for references, and it seems he was unable to supply a well known name. Finally the interviewer asked him if he knew Fred Butzel. His response was immediate: "Of course not, I ain't never been in trouble."

Robert H. MacRae
Community Chest of Metropolitan Detroit

WEST COAST TREASURE

To the Editor: The Oakland Chest is fortunate in that the sons of some of the men who started the Chest are now coming into present leadership. Outstanding in this group is the Howard family.

Charles P. Howard was one of the earliest group associated in organizing the chest. He was its third president and its fifth campaign chairman . . .

When the War Chest was organized every one turned to [him] as its president. When that activity again merged into the work of the Community Chest, Mr. Howard accepted the presidency of the Council of Social Agencies, again giving to that organization his fine direction and leadership. When his term had expired, Mr. Howard assumed the not too light responsibility of reorganizing the General Appeals Board, and now sits as its chairman. No man stands higher than does he in the list of those who have made outstanding contributions to the social welfare in Oakland.

And now for the new treasure. Peter Howard, his son, is the campaign chairman for the 1948-49 appeal. He has served a real apprenticeship in various campaign units and as campaign vice-chairman. He has been president of one of the large agencies. To the campaign he is bringing enthusiasm, vigor and vision. From a community standpoint the Howards are *treasures*, old and new. Seward C. Simon
Community Chest, Oakland, Calif.

OPEN DOOR

To the Editor: When is the "open door" open? Recently the executive committee of the Portland Community Chest scheduled a meeting to outline a so-called "open door policy" whereby all qualified health and welfare appeals would be invited to federate their campaigns with the chest.

Robert C. Notson, managing editor of the *Morning Oregonian* and chairman of the chest public relations committee, arrived late to the meeting which was being held in the offices of Ben H. Hazen, chest president and executive of the Benjamin Franklin Savings and Loan association. Because the meeting was held on a bank holiday, the doors were locked, so Notson failed to gain entrance to the open door meeting. Ken Phillips
Community Chest and Council, Portland and Multnomah County, Ore.

TEN-CENT SERVICES?

To the Editor: Our organized social services are relatively new . . . . The federated method of support is logical and easily presented to those who accept the desirability of supporting by any method the agencies that are required in the community. I suppose a good analogy would be to say that in the purchase of social services a great majority of our residents prefer to purchase service in ten cent quantities from street vendors. Such giving, of course, occurs only when the service is obvious and is deemed "absolutely essential," which means . . . when a mendicant is encountered on the street. Anon.

CORRECTION

The radio series "Criminal Casebook" produced by the Society for the Prevention of Crime, is broadcast Thursday evenings at 8:30 over the American Broadcasting Company, and not the National Broadcasting network, as we erroneously reported in our news columns in July.

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VOL. LXXXIV NO. 9 THE SURVEY MIDMONTHLY SEPTEMBER 1948

Everybody Benefits *When* Everybody Gives *Enough*

HENRY FORD II

Chairman, Community Chests of America

The month of October is Red Feather time in the United States—not by official proclamation nor national edict, but by tradition and common consent. Nearly a thousand cities and towns will conduct their Community Chest campaigns during this period. A million volunteers will call on their neighbors, their fellow workmen, their business associates and ask them to provide the funds necessary to keep all the Red Feather services of their home communities in operation for a whole year.

Twenty million Americans will pledge, according to their incomes and ability, to support these Red Feather services. In fact, there is now almost one adult contributor for every family living in communities which have Red Feather campaigns. The estimated total of all the goals of the nation's Community Chests is $180,000,000.

Nationally, the country's leading magazines, radio programs, motion picture theatres, will tell the Community Chest story and feature the Chest's national symbol, the Red Feather, during this month. Locally, the Red Feather will be plastered on billboards, displayed in store windows, and flashed across the front pages of newspapers. The Red Feather means many campaigns in one.

Nationally, it is spokesman for 12,000 voluntary Red Feather services. Locally, Community Chests may include anywhere from half a dozen separate organizations in small communities, to hundreds in the largest. No national fund is raised. Each community sets its own goal, raises and spends its own money.

The significant fact is that, in every case, each of these organizations would have to conduct a separate campaign for funds were it not for the-once-a-year-united-effort under the banner of the Red Feather.

The local Community Chests are united in the "Community Chests of America." Through it, they

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coordinate their publicity and promotional efforts in October and ask for national reinforcement of their united campaigns.

By combining the fund-raising appeals of many Red Feather services into one big campaign each year, the Red Feather

—substitutes order for the chaos of competitive appeals

—protects the contributor from constant and unrelated appeals

—assures better planning, less duplication of services

—guarantees effective use of funds through annual review of budget of each Red Feather service by an impartial budget committee of representative citizens

—reduces campaign and administration costs to a nationwide average of 5.5 percent

—conserves the time and energy of volunteer workers

—gives the community an annual account of its stewardship

If the convenience, economy and confidence in united fund raising and federated planning is to reach full realization, it is essential that every contributor to Red Feather campaigns realize that his once-a-year pledge must be large enough to represent his share of all of the services included.

The Community Chests realize that the average giver cannot afford to give out of pocket the amount of money necessary to support all the Red Feather services in his community for a full year. Therefore, he is asked to pledge a total amount to be paid during the year in which it is needed—so much each pay day, each month or each quarter at his own convenience.

It is important, therefore, for those who wish to tell the story of the Red Feather and the nation's Community Chests to point out clearly: (1) that the Red Feather represents many campaigns in one; (2)

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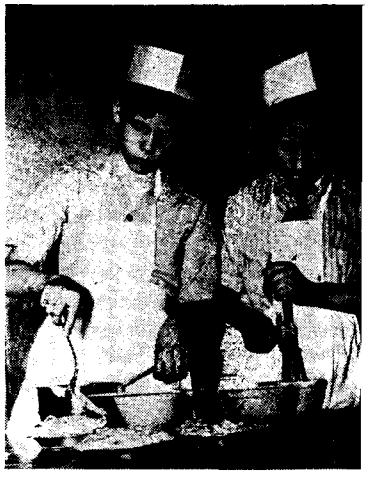
that if the Red Feather services were not united in the Chest, they would have to make separate appeals; (3) that, if contributors would continue to enjoy the benefits of a united campaign, they must give enough for all of these services for a whole year.

This continuing theme of Chest campaigns points out this truth—that Red Feather services are not charity or alms to the "underprivileged" but are broad community services to be used and enjoyed by everybody. Relief of actual destitution is now carried chiefly by public agencies, supported by tax funds. The voluntary health and welfare services have an equally great responsibility — to make life fuller, happier, more worth living. Their work is positive and preventive. They help provide nursing and medical care, offer services of child care, family counseling, recreation, informal education, youth leadership, special services to aged and handicapped people. Studies show that users of Red Feather services are of all ages, races, religious faiths, and economic status.

Thus, the Red Feather has become a familiar symbol of millions of volunteer workers, givers and beneficiaries coast to coast. It has become the banner around which all classes, races and religions can rally to provide in their own community the necessary services from which all mutually benefit. The loyalty of a million volunteer workers and the generosity of twenty million volunteer givers testify to the fact that the Community Chest is deeply rooted in present-day American society.

Henry Ford II

HENRY FORD II
Chairman



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Class of '45

USO

Back on the Job

LINDSLEY F. KIMBALL

Chairman, Civilian Advisory Committee to the Secretary of Defense

Class of '48

The USO has been called back to duty—again with the support of the nation's community chests. A natural ally of our greatly expanded military establishment, it will be "reactivated" to stand at the side of the new peacetime forces, with the same kind of friendly services, recreation, the hometown touch, that distinguished it during World War II. This should be heartening news to the parents of the thousands of young men called up by the new Selective Service Act, and a reassurance to Americans everywhere that voluntary civilian participation is still an animating force in our democracy.

The recall of the USO is a testimony to its record and that of its member agencies in World War II, which won the substantial confidence of the armed forces and civilians throughout the nation. It is a testimony, too, to the concern of our government, even in the grim business of defense, for the human, personal needs of its men and women in uniform.

More than a year ago Secretary Forrestal foresaw that the creation of an enlarged military establishment would inevitably bring in its train grave problems affecting the welfare and morale of the service personnel. He appointed a Civilian Advisory Committee to study the agencies and programs which had contributed in World War II to the recreation, education, welfare and morale of the men and women in uniform, and to recommend a plan which would equally well serve the needs of our greatly expanded peacetime establishment. The committee unanimously recommended, and Mr. Forrestal approved, the reactivation of USO and its reorganization on a somewhat broader basis. "The USO," he said, "will serve a vital present need. It will also serve as a public reminder that even in these difficult days the development of our defense plans will be pursued in accord with traditional American policies."

USO Was Ready

The six original national agencies making up USO, after full consideration, have unanimously agreed to take take on their new assignment. There is no thought of operating on a wartime scale. At its peak in 1944, USO was carrying on 3,035 operations, exclusive of camp shows. The tentative budget proposed for 1949 is a modest $6,650,000, which means that expansion will be gradual, geared to developing needs as priorities are set by the Office of Defense.

At this point it is important to understand that "reactivating" the USO does not mean starting from scratch. For when, after an orderly process of liquidation, on December 31, 1947, all USO operations ceased, the corporation itself continued to exist, and at the request of the President, to hold itself on call for future emergency. When the request came from Secretary Forrestal, in the name of the National Military Establishment, a reorganization committee was appointed, under the chairmanship of Arthur W. Page of New York City. This reorganization is now being accomplished with the guidance and advice of the Civilian Advisory Committee of the Military Establishment, and in consultation with the various national agencies involved, the National Social Welfare Assembly, and Community Chests and Councils of America, Incorporated.

On the liquidation date, December 31, 1947, USO had a surplus amounting to $4,465,000, achieved principally through the profitable sale of furnishings and equipment. With this money it has been possible to carry on in 1948, at the request of the Army and Navy, some 99 operations for service men, under the auspices of the six national agencies. This work is expected to be continued in 1949 at substantially the same level. USO funds are also currently financing a new organization, Veterans Hospital Camp

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". . . same activities as during the war years"

Shows, which has continued to bring music and entertainment to the thousands of servicemen still confined to veterans' hospitals. This program is also likely to be continued in 1949.

Regarding other items in the reactivation program, the Navy will probably require only some expansion of the present facilities, but the Army and Air Forces together will reestablish and reopen in 1949 about 50 camps, requiring substantial club services. The Army is now operating and financing with special funds some 100 clubs in Europe and another 100 in the Pacific. Short of a war emergency the USO will not be expected to assume any responsibility for these, but will shoulder an increased load at certain off-shore bases in this hemisphere.

Financing the USO

It is anticipated that about $2,000,000 of USO's $6,650,000 budget for 1949 will be met from its own 1947 liquidation. The remaining sum of $4,650,000 will, it is hoped, be included in local community chest budgets in the thousand chest cities, plus a separate campaign in New York City. The USO will thus avoid the confusion and waste of a separate national campaign and will strengthen the cause of federal fund raising for which the community chest is the recognized spokesman. The USO budget has been studied and approved by the National Budget Committee, jointly sponsored by the Three C's and the National Social Welfare Assembly, and will be sent with recommendations by the Quota Committee to all chests with the hearty endorsement of CCC and the Assembly. Community Chests and Councils of America has set the facts before its member chests and invited their comment. Response has been most cordial, and there is every indication that the USO will be welcomed again and included on a share-and-share alike basis with other local health and welfare services. Campaign promotion on a national scale will be in charge of CCC's Public Relations Department, and USO will share generously in all of CCC'S appeals via press, posters, magazines, radio and television.

The USO has a big job ahead—but it has never quailed at a big job. The seven years of 1941-48 proved that fact. In those seven years the six-starred banner was the symbol of a nation's concern for and pride in its armed forces. It was a two-way thoroughfare connecting every military road with Main Street, USA. It was a principal channel through which a million and a half civilian volunteers knew themselves to be part of a total war effort. In those years the USO was the trustee of $236,000,000 given freely and gladly by countless thousands in every county, town and hamlet in the United States. This money was translated into a billion and a half recorded services — and millions that couldn't be counted.

The USO was, it is said, an amazing demonstration in our age of the volunteer spirit. Volunteers *were* the USO. They raised the money, reconverted and furnished the buildings, administered the funds. They also baked the cookies, poured the coffee, emptied the ashtrays, and created the atmosphere of "home away from home" so well advertised, so quickly sensed by every man and woman in uniform who stepped across the friendly USO portals.

Will the USO job be essentially different today? We think not. Ours is still a civilian army and navy and air force. The recruits of 1948-9, like those of 1941-2, are not professional fighters. They are farm boys, students, future teachers, salesmen, mechanics, bookkeepers, bakers. During these years that they give to their nation's service, their hopes and ambitions, their needs, their interests and capacities are not so very different from those of the 1941 crop who banged the first USO piano and scuffed up the first dance floor. They are even younger, and they will not feel the terrible urgency of their predecessors. But it is pretty safe to assume that they will respond as eagerly to the USO as did their elder brothers.

What's Going on Now

That they are already responding to the current ninety-nine agency-sponsored activities is clear from the reports from the national agencies. These ninety-nine operations in sixty-five cities ranging from Key West to Spokane, from New York and Rhode

". . . very familiar to any . . . veteran . . ."

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Island to Temple, Texas, include sixty-two clubs for service personnel, thirteen standard service units of the Travelers Aid, plus three TA lounges where military traffic is heaviest, and twenty-one agency "offices" specializing in information and referral services. Funds have been allocated in 1948 to six other units including two in Alaska and two in Guam.

Long before World War II, four of the six member agencies of USO—the YMCA, the National Jewish Welfare Board, the Salvation Army and the Catholic groups (formerly operating through the National Catholic Welfare Council)—had served the religious and recreational needs of the armed forces in peace and war, at home and overseas, as part of their permanent programs. The YWCA and the Travelers Aid, too, had valuable experience and unique skills in direct service to people, as they well demonstrated during the war. At war's end USO funds, channeled through these six agencies, strengthened their continuing programs and prevented what might have been, in view of the uneasy world situation, a dangerous lapse of services. As reactivation gets under way, all six of these agencies, tested and seasoned by experience, will be ready to meet whatever needs are indicated by our military establishments.

"... dances and more dances ..."

Reports of current operations seem to indicate that there has been no flagging of interest, either by volunteers or service men. Says the YWCA of its ten clubs: "Building attendance is up 15 percent over the autumn of '47. Volunteers have stuck to their jobs. Indeed, after they took a bit of rest and got reacquainted with their families they're back in the clubs in increasing numbers, 40 percent more helping now than in the late months of 1947. A whole new crop of junior hostesses has developed with, in some places, more than twice the wartime number. Ex-USO staff continued in most of the clubs with as much pep as ever, morale never wavering."

The same kinds of activities have been continued as during the war years: dances and more dances, hospital programs, games, sports, country outings, dramatics, crafts, service wives' clubs, kitchen parties, educational tours, Sunday morning coffee, Sunday night socials. The log of a typical club would look very familiar to any seasoned USO veteran. Items like these are typical:

"Ninety-three Navy men landed in port and appeared at the club *en masse,* yelling for junior hostesses. Only half a dozen were on duty, and it was right at the dinner hour. But the club telephone went into action, and in 75 homes, plates went into the ovens, dishtowels were dropped, noses powdered, as 75 juniors made a quick exit and reported for duty. Soon the club walls were echoing to the merriment of boys and girls in lively action."

"PFC Herbert of the Fayetteville, (N. C.) Service Club was eagerly looking forward to the arrival of his wife from Texas. Imagine his consternation when a collect long-distance call reached him from the little woman, who had changed trains in Tulsa and lost her billfold containing her ticket and all her money. Would he please send her $25.00? The Western Union office was closed, and as a last hope Herbert raced to the Salvation Army Club. Result: a Salvation Army brigadier was routed from slumber in Tulsa, and was soon on his way to meet the young woman, with $25.00 in his pocket to lend her. (He got the money back by the first mail.) All Herbert could say to the club director was 'Gosh, thanks, Cap'—but it was enough."

From the Travelers Aid Lounge in San Antonio comes this small item, loaded with large implications for the future:

"Our enlistees poured in this month. . . . At the base the tell me that they received an average of 500 a day—and they will keep coming. There has been an increase in the number of families. . . . The boys love to bring in their sweethearts just to show them around, they're so proud of the lounge. Most of the girls say 'I wanted to see this place, he talks so much about it.' One Saturday I was on duty alone, busy in the kitchen trying to do the dishes in the sterilizer when I heard a noise out front. I stepped in to find five boys busy sweeping the floor, wiping off the tables, emptying the ashtrays. I said, 'Boys, you don't have to do that, I'll get it done sometime.' One of them said, 'Ma'am, please let us do it just to show our appreciation for the lounge. It's the only home we have when we're away from real home'."

And from Phoenixville, Pa., a Travelers Aid worker reports:

"There are about 2,000 patients at Valley Forge General Hospital, of whom 700 are battle casualties; some of them have been hospitalized for four years. These patients do not have many visitors compared to the wartime and postwar visiting when families were rushing in at all times . . . . The housing situation remains the same and we never have enough accommodations for families. We try to discourage soldiers from bringing their children unless they have a place for them to stay, but they do it anyhow. One soldier

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brought his twenty months old son to our office for housing. He had just returned from a furlough in Texas, and, because of his wife's illness, had to bring the baby back with him. Our case aide worked for a whole day on the situation, and finally found a woman who would take the child."

Writes one service club director:

"It won't be hard to reactivate USO, for it has never really been deactivated in people's hearts. On December 31, 1947, we hauled down the USO sign and gave the club a new name. But the boys have just kept calling it 'USO'."

For Veterans in Hospitals

USO Camp Shows was a phenomenon in the entertainment world. It began in 1941 with seven trucks full of entertainers and their props. At its peak, immediately following VE-Day, its curtain rose 700 times a day and in every corner of the world. When USO went out of business it assigned $1,000,000 of its unspent funds to a new organization, Veterans Hospital Camp Shows which, at the request of the Office of Defense and the Veterans Administration, was set up by leaders in the entertainment industry to continue the work initiated by USO's Camp Shows Hospital Circuit.

Since January, 1948, this organization has, with USO funds, maintained ten entertainment units which move constantly over a circuit of 28,000 miles to bring music, drama and variety shows to the veterans in 107 hospitals, eighty-eight of them under the supervision of the Veterans Administration, fourteen under Army and four under Navy auspices. These hospitals have been carefully selected by the medical chiefs of the Army, Navy and Air Force to make sure that the men in institutions remote from big entertainment centers are provided regularly with top quality, live shows. As a result, veterans in such spots as Rapid City, South Dakota, and Cheyenne, Wyoming, far from the white lights of Broadway, can be assured of their quota of entertainment. Between January and August, 121 professional artists—singers, dancers, actors, instrumentalists, comedians — played 810 separate engagements in hospital auditoriums or wards. A total audience of 456,420 disabled men and women saw and applauded.

As part of the entertainment plan, a "Guest Artists Celebrity Program" books "name" stars for personal appearances in the hospitals, and a "Sketch Artist Program" brings portrait artists to spend a week at a time making sketches of hospitalized men. More than 80,000 of these portraits have been sent out to hang in living rooms from Maine to California.

Aside from its laughs, which brighten up life, relieve monotony, and let a disabled veteran know that he is not forgotten, entertainment has a "hidden ingredient" which, experience seems to show, aids men markedly in their recovery, making them better patients or more susceptible to treatment. Medical chiefs of VA and special service officers study the entertainment program intently, and collaborate with the Camp Show executives to turn out the kind of productions that can best contribute to patients' rehabilitation. Camp Shows has steadily refined its program until hospital after hospital reports weekly: "These shows are of definite therapeutic value."

Public Approval

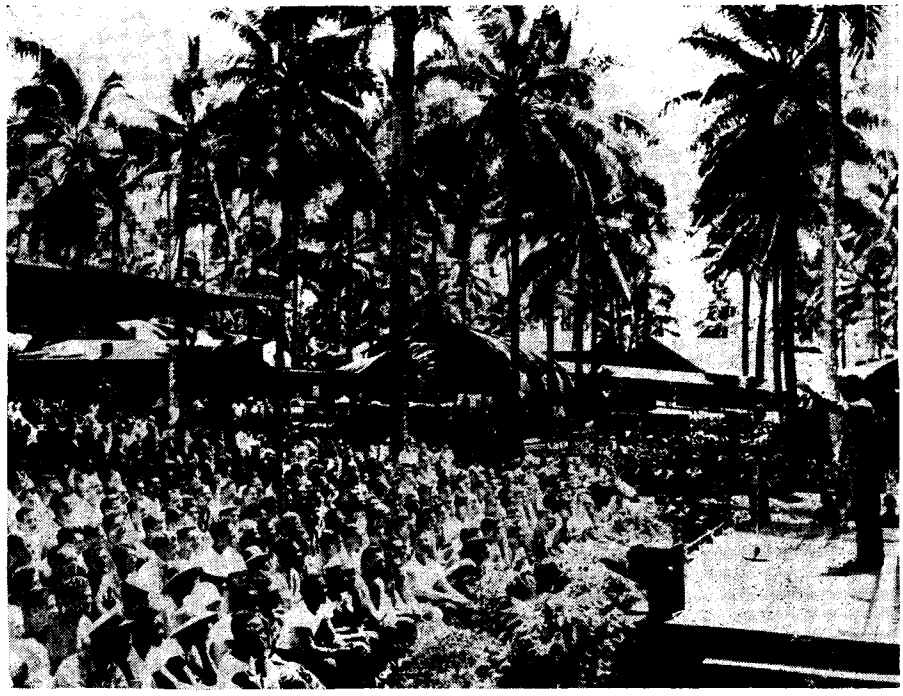
Typical of the widespread public approval of the return of USO as a natural and valuable partner in the vast peacetime defense program was this editorial in *The New York Times* on July 31:

"When President Truman granted an honorable discharge to the United Service Organizations last January he made its officers remain on call in the event an emergency developed making it necessary to revive the organization. The passage of the new Selective Service Act constitutes such an emergency and again USO is preparing to do its job.

"USO had a splendid record in the war. Pooling the resources of six large private organizations, it was a good friend to the soldier and sailor. The average serviceman saw perhaps twenty live shows — concerts, vaudeville variety performances, Broadway musicals. He might have seen them at a training camp in the USA, at a fighting front in Europe or on a hot and forgotten island in the Pacific. More important, probably, were the 4,000 USO clubs. They provided the link between the serviceman in his training camp and the community which surrounded the camp. USO clubs were most frequented by the younger service man. Through the club he met new friends. He visited with the townsfolk. Perhaps they came to see him at camp.

"Our new selectee soldier will be young and these will be formative years. There is much that he can and will learn in the army. But we need the civilian touch too. We are glad to hear that USO will be back on the job."

To this sentiment the Reorganization Committee and the national agencies utter a heartfelt "Amen." Together they pledge their best efforts to serve, befriend, entertain, and hearten the swelling ranks of American youth who will don the uniform and begin a long series of new and, because of USO, richer experience.



Common wartime scene in the Pacific Islands. *"Funds have been allocated in 1948 . . . including two in Alaska and two in Guam"*

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Chest Goals *Should* Be Higher in 1948

RAYMOND N. BALL

President, Rochester (N.Y.) Community Chest

No American citizen, anywhere, ought to be taken by surprise in learning that his local community chest is aiming at a higher goal this year. Nearly every Red Feather Service in nearly every city has been faced with rising operating costs not only during the past few months but during the past many years, and a fair proportion of that added cost will need to be borne by chest contributors.

There are two fairly obvious reasons for these increased operating costs. The Red Feather Service must pay higher prices for nearly everything it buys. Its employes must pay higher prices for what *they* buy—and so the agency must pay higher wages. And probably most cities have found, like Rochester, a third reason for increased costs—a mounting public demand for services of all types.

A Red Feather Service cannot operate in or with a vacuum. It must buy supplies and materials, hire employes, maintain buildings of its own or rent office space. It has to pay more now for paper and envelopes, for food and dishes, towels and sheets and laundry, for bandages and drugs, paint and soap. It must pay higher salaries for unskilled, semi-skilled, and skilled help, or face the inevitable risk of seeing its valued employes go elsewhere. Rents are up, insurance rates are up. It costs more to repair buildings, and to keep them clean. It costs more to keep them warm in winter. It costs more to replace worn out or out-of-date equipment.

This increase in the cost of operating a Red Feather Service is not something new. Although the rate of increase has been greatly accelerated during the last two years, it is not something that began this year or last or the year before that. It goes back to and through the war years.

In the fiscal year that ended March 31 of this year, the total expenditures of our Rochester Red Feather Services were $8,353,541, as against $4,349,827 in 1941-42. During that six-year interval, chest appropriations for these services increased from $1,187,615 to $1,623,425. Total service expenditures increased 92 percent, chest allotments increased 36.7 percent. Other communities which like Rochester had reached a relatively high standard of giving by 1941—Rochester, $4.00 per capita—have shown about the same increase in chest allotments. The figure for all chest reporting for the period from 1941 to 1948 was 80 percent.

The non-chest income of Rochester services during these seven years increased by 112.8 percent. A large part of this is due to greatly increased hospital income. However, all Red Feather Services have increased the income from users and members whenever possible. This is probably not unhealthy but it obviously can be carried too far. The usefulness of a social service to the whole community may be endangered if it is obliged to limit its work too completely to those able to pay all or nearly all of the total cost.

INCREASE IN COST
of Major Items Used by Agencies and Institutions
April 1941—April 1948

	Percent of Increase
Food	**106.6**
Clothing	**91.6**
Household furnishings	**90.1**

Source: Reports of U. S. Bureau of Labor Statistics.

This year, and every year, each community must decide for itself the proportion of free and part-pay work that its Red Feather Services should perform. In making such a decision, the fundamental principle of service must be borne in mind: that when an individual or family makes use of a Red Feather Service, not only the person or the family, but the whole community, benefits. If we limit, by too meager chest aid, the number of those using the social services, there is not only a personal loss—to those deprived of aid—but a community loss.

Some of us in Rochester have been surprised at the steady increase in the volume of work that the Red Feather Services have been called upon to perform. There has been a sizable expansion of work in the peace years. In the calendar year of 1946, the Rochester Red Feather Services reported a total of 157,628 persons and families to whom direct service and assistance had been given. In 1947 these same services listed over 170,000 as direct beneficiaries.

If we mean what we say when we proclaim "Everybody Benefits, Everybody Gives" as our slogan, then we ought to be pleased rather than otherwise at this gain in the public demand upon the Red Feather Services. Because it means that not only the underprivileged, but persons in all walks of life, are now turning to the social services for aid in solving personal and home problems. It means that a greater use is being made of those constructive and preventive forces that make the community stronger and healthier and better.

It does *not* mean, necessarily, that needs are increasing; it means that needs now existing and which have existed are being more fully met. It does not mean that our citizens are becoming more dependent upon resources outside of themselves; it means that they are making wise use of existing facilities which they themselves support through the community chest — so that they and their families may enjoy a larger measure of health and well-being.

No one is forced to use a Red Feather Service. He comes to it of his own free will; and in so doing he increases rather than decreases his independence, to the degree that it enables him to avoid the bondage of illness and the slavery of dependence, and to attain the self-reliance and resourceful-

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ness that are the essentials of personal and national freedom.

The Red Feather Services are highly valuable, therefore, to the whole community; and self-interest and old-fashioned neighborly generosity both suggest, compellingly, that they be adequately supported. And adequate support obviously implies that we think of our community chest dollars in terms of what those dollars will buy in 1948 and 1949.

Citizens Are Told

When the community chest frankly tells the public about present high prices for the things the social services buy, it is talking in language that the public understands. When we tell the public that a campaign failure, or a goal set too low, may mean less food for children, colder rooms and corridors at the homes for the aged; when we show that a failure to increase the chest goal may deprive an area of the city of a visiting nurse's services—the givers, in office and factory, know what we mean. That was the basis of the Rochester Chest's successful appeal, in 1947 and again in 1948, for substantial increases for the Red Feather Services.

During the war, Rochester, like most cities, had a Community *and War* Chest. Our first postwar campaign was held in May, 1946; in that year, however, we did raise funds for the USO, still functioning on a large scale in Europe and in the Pacific, and for the National War Fund's war relief enterprises. But because the needs of these war-related organizations had diminished from their wartime peaks, the Rochester Chest was able to set its goal somewhat below the 1945 figure, and at the same time provide what seemed to be an adequate increase for the local Red Feather Services.

Several months before our 1947 campaign, it became apparent that the price surge was beginning to enmesh our services in serious difficulties. We lost no time in acquainting the public with the facts; those same facts, the hard facts of spiraling prices, were hammered home at every campaign meeting as our army of 5,000 volunteer canvassers was being enlisted. The newspapers and radio stations gave us unusual cooperation in passing this information along to the public.

The local services, in 1946, had received a total of $1,407,765. Increases totaling $142,194 or 10.1 percent, were approved for 1947, making the over-all appropriation $1,549,959. Our total goal for 1947, including appropriations for USO and for the "Marching Forward" campaign of the national Salvation Army, was $1,955,678.

In full recognition of the serious problem thrust upon the Red Feather Services by rising prices, the public met the challenge and oversubscribed the goal by $94,033. This oversubscription proved very useful late in 1947, when the continued upward curve of prices and the rising pressure of public demand upon the social services made necessary additional appropriations to several agencies that added up to $73,466.

As everyone knows, prices marched upward rather steadily during 1947, and as our 1948 campaign approached it became obvious that another increase in agency appropriations would be necessary. Part of this increase could be taken care of with the $162,145 allocated in 1947 to the USO and to the national Salvation Army.

Actually the social services received another 10.6 percent increase that brought their total appropriations up to $1,794,854—and the 1948 goal including national agencies' "shrinkage" and central services was set at $2,053,135.

In spite of a drop in industrial employment, this goal too was oversubscribed. The chest actually raised $2,120,952. Again, the rise in prices, and the need for more adequate compensation for Red Feather employes, had proved a valid argument for increased chest giving.

Citizens Respond

In two years, Rochester citizens have increased their giving to the Red Feather Services from $1,407,765 to $1,794,854—a gain of $387,089, or 27.5 percent. In both years, increased chest goals have been generously oversubscribed; proving, apparently, that a reasonable appeal for increases, backed by solid facts, will be answered. The public seems to feel that these Rochester services are doing an excellent job, and the chest wholeheartedly agrees.

There is no special magic in the Rochester Chest plan. We do have a chest that is old as chest age is measured; we've had 31 campaigns, 21 of them completely successful. We have a very large number of people who like to take part in a Chest campaign, who work their heads off for a week or so and who find a great deal of pride and satisfaction in skillful, successful campaigning. They like to win—and in a successful chest campaign everybody or nearly everybody does win. The community chest is the most conspicuous single cause that brings together all faiths and all factions, employe and employer, city dweller, farmer and suburbanite. A chest campaign, in my opinion, is one of the highest expressions of democracy in action — democracy that really functions, when giver and campaigner join unselfishly in furthering a common project.

The Red Feather Services are an indispensable part of American life in 1948. By adding to their resources—giving them enough to meet increased prices and to pay adequate wages to their employes—we multiply their effectiveness.

Charity

Thus our local charity rightly comprehended, should expand our social imagination and give it wings strong enough to encircle the globe. I am using charity in the Greek sense of the word "charitas" —the sense in which St. Paul used it when he said of faith, hope and charity, that "the greatest of these was charity." Human morality, human social endeavor are weak and without charity there can be no charity in this highest sense until we substitute the common will for the private will as a path to the understanding of the lives and needs and aspirations of our fellow-beings.

—Agnes Meyer

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Labor as a Community Force

Labor Acts for a Better Community

EMIL RIEVE

General President, Textile Workers Union of America. Vice President, Congress of Industrial Organizations.

The figures are startling. In 1941, fewer than one hundred CIO representatives were on the boards of the many thousands of American voluntary social welfare and health agencies. Today the number has increased about a hundredfold.

Never before in the history of our country has so sharp a change taken place in the composition of the boards of community agencies. Never before has a new group been brought into participation so quickly and so completely.

What does this mean? Is it an effort of power-hungry trade union leaders to establish control over American life? Or is it simply the recognition of a group which says, in effect, "You're spending some of our money, and we want to see how you spend it"?

Why are unions, whose traditional concern has been wages, hours, working conditions and, more recently, political action, extending their interest into the voluntary social welfare field?

Unquestionably, unions still spend most of their time and energy dealing with wages, hours, and working conditions. These, after all, are the reasons for a union's existence. No matter what other activities a union may undertake, it has no excuse for functioning unless it protects the workers in the shop.

Before the New Deal, most unions thought this was their whole job. They took an active interest in legislation and community problems only when the community, or the law, interfered with or aided these "normal" union activities.

However, it was inevitable that unions should go further. The basic purpose of the union movement is to provide a better life for workers and their families. Wages and hours are important fundamentals—but so are the kinds of housing available to workers, the prices they must pay for necessities of life, the quality of education provided for their children, the condition of the community water and sewer systems, the facilities for supporting the families of those unable to work, and innumerable other problems. Therefore, unions in their direct concern with the well-being of industrial workers, must show interest in these problems and in the public and private agencies which seek to solve them.

To some extent the collective bargaining contract can be broadened to meet a part of the workers' social needs. Health and accident insurance has been greatly

When Labor Joins in Making Policy

JOHN MURPHY

Director of Organization American Federation of Labor

To the uninitiated, the idea of labor representatives participating in policy making for community social services might call to mind a picture somewhat resembling the bargaining table in the more highly publicized labor disputes. The mental picture envisioned would probably show labor as "aggressive," "radical," "self-seeking," "demanding," or even "arrogant." Those who are familiar with the procedures of negotiations during collective bargaining might feel that labor representatives would come "instructed" to policy-making meetings.

Nothing could be further from the truth. Labor wants to be part of a group, to act with fellow citizens as democratic equals in promoting and maintaining programs that benefit the entire community. Officials of organized labor recently collaborated with the Labor-Employee Participation Department of Community Chests and Councils in preparing a statement on board membership and labor. The statement, which has now been adopted officially by Community Chests and Councils of America, makes it clear that the board member from labor "is expected to consider the problems presented to the board of which he is a member and to register his opinion and take responsibility on all issues which may arise."

Labor believes that its representatives should be, and most cases are, in a position to speak authoritatively about the point of view of the community's workers and their families. Labor's function in policy making groups derives from its ability to speak for this large group of working people, who in turn constitute one of the largest groups of users of the services which health and welfare agencies operate. Beyond this, labor has no ax to grind as it participates in community planning and policy making. Because the labor movement has grown out of the efforts of a large group of people who instinctively know and accept the interdependent nature of our society, labor representatives come to this job with profound interest in the general welfare of the whole community.

Where a truly representative and democratic board is involved, it is not easy to point out a particular policy or program which has come into being because of the efforts of any one board member. Thus, labor's contribution in policy making groups can hardly be singled out of the changes and developments which have come through joint thinking of a diversified group acting to-

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EMIL RIEVE

extended through collective bargaining. Witness, too, the current drive for retirement of payments as a part of the labor agreement. Then too, the federal government has been called upon to provide social insurance, to aid in housing, to help control the major economic forces which determine whether or not there will be jobs. State and local governments have responsibilities in education, in health services and in many other seemingly mundane affairs which have a direct impact on how well people live.

But unions are more and more coming to realize the important role that voluntary social agencies can play in building better communities—and thus in helping workers achieve a better life.

At one time, certain forces kept unions and social agencies apart. Labor had to learn to overcome the antagonism of workers to the "Lady Bountiful" approach; the feeling that accepting help from a social agency was a disgrace; the suspicion that social agencies were run by the "respectable" people of the community; the resentment of contributions demanded from workers by employers.

These obstacles were not entirely imaginary. Many social agencies were indeed run by respectable people, who quite obviously shuddered at unionism. Required contributions were customary in many firms.

But today strong forces draw unions and social work together. The united effort of the war relief drives broke down old suspicions and made it possible for these forces to exert their full effort.

Simpson Studio

Paterson, N. J. CIO leaders "inspect" the Memorial Day Nursery

After all, unions too, are voluntary organizations whose continued existence is dependent upon the performance of a socially necessary service. In view of this they cannot help but acknowledge the important role which voluntary agencies play in a democratic society.

Then, too, as unions have broadened their horizons they have recognized all workers are first and foremost citizens of a community. Their concerns are community concerns—the high school basketball team, the

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gether for a common purpose. Indeed, in the opinion of labor leaders, such singling-out would not be desirable even if it were possible.

Recently in a Pacific Coast city where the AFL has some seventy-five appointments on boards and committees of social agencies, all taking an active part in policy making, an AFL official made a statement to the effect that claims for initiation of policy were not in the best interest of the AFL. The important thing, he stressed, was that "we receive cooperation from the committees on which AFL members serve, and that when we have strenuous objections to a particular phase of work, we have not met with opposition."

Perhaps the most important effect of increased labor participation in policy making has been the interchange and consequent modifying of attitude, both on the part of the traditional board and committee members, most of whom represent givers but not users of the services, and on the part of the labor members who represent that group who are both givers and users. Board members, whose daily lives were somewhat remote from those of low-income workers, have come to have a better understanding of the needs and problems of workers. Labor members, who felt that those whom they represented were not getting adequate services, have come to understand for instance, the relationship between public and private agencies, particularly the limited relief-giving function of the private agency.

Organized labor, because of its own experience and convictions, has been influential in the establishment of "referral centers" and "central information bureaus" in many cities. This effort was made in behalf of a genuine need. Too often a person in need of service lost valuable time, suffered additional misfortune, or became the victim of grave misunderstanding because he lacked the proper information as to the proper agency to which to go. Before the war ended, the AFL's Labor League for Human Rights had set the pattern for such referral services within labor organizations. The work of these services was realized on a broader basis in many communities at the time that servicemen were being released from the armed forces. Organized labor continues to insist that they are a necessary function which should have the support of community chests and councils.

In one large midwestern city, because of rather general community resistance, a committee representing all groups of organized labor was formed to promote the establishment of such a center. After a good deal of controversy, the center was finally established, given a budget and made an agency of the chest. The new referral agency now continues to render a valuable service to all people in the community and is increasing in popularity.

In another city, labor representatives concluded, from evidence given by many workers in the unions, that there was need for a broader and more decentralized referral service where applicants for service could receive more individual attention in more ac-

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condition of the streets, their children's recreational opportunities, the adequacy of fire protection. Their well-being as everyone else's depends in large measure upon the kind of community in which they live. A good community for everyone is a good community for union members. Their children go to community schools; their cars drive over the community streets; they are served by community health or recreation facilities. But while the union can move by itself to improve conditions in the shops, it can only move as a part of the entire citizenry to improve community conditions.

Until workers were organized, little opportunity was available for them to participate effectively in solving community problems. The union has removed them from the second class citizenship which had been their lot, and given them a voice with which to express their needs and hopes.

This has been sharply illustrated in the textile industry. Textile mills, for the most part, are outside the major population centers. Union members live in small and medium sized towns, in New England, the Middle Atlantic states or the Southeast. Most often these are one-industry communities although there are, of course, exceptions.

In the past these communities have been dominated by the mills. The fact that the workers lived on the "wrong side of the tracks" was impressed upon them in every aspect of community life. The communities were run by the bosses for the benefit of the bosses. Even if the town was a "good" one in the material sense, its affairs were conducted in such a fashion as to stifle any real democratic development.

Today the situation has changed, not only in textile areas, but also in the auto and steel towns, and everywhere else where unions have become strong. The difference is perhaps best illustrated in the change in community chest solicitation. Contributions once forced by plant management have been replaced by voluntary giving organized through the union on a democratic basis. Nevertheless, contributions are substantially greater.

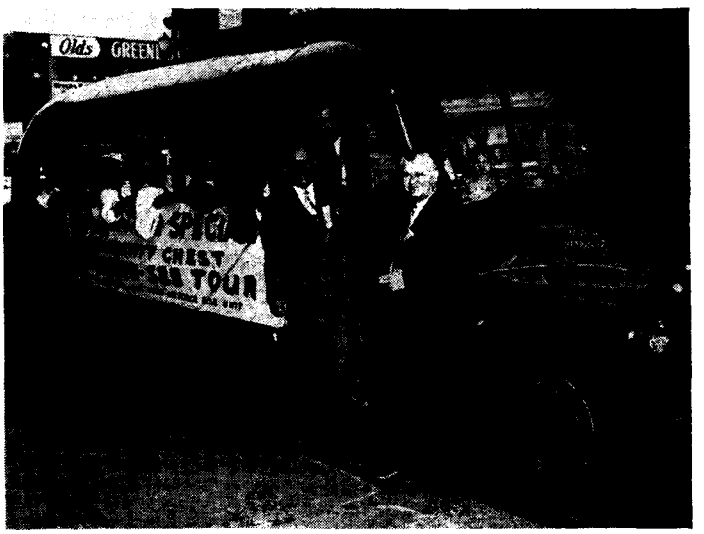
In view of the changes, unions face two responsibilities. They cannot neglect their increased opportunity to contribute to the improvement of the cities and towns in which their members live. Today organized labor wants unionized communities to be different from others because they are better ones in which to live, not only because there is a union hall on Main Street.

Therefore, we in the labor movement are beginning to recognize that our efforts must be integrated into the total community effort, and not separated from it. They cannot do the job alone.

Through such integration we can develop close ties with voluntary social agencies. We are experts in collective bargaining, in labor-management relations, and do not hesitate to maintain that we know more about such relationships than any other group in society. By the same token, we realize that we have much to learn about the organization of the community and about the

cessible places. The pattern in this large city had been to have intake and referral centered in a few agencies, but with the evidence brought in by labor representatives, the pattern was altered to fit the needs of the citizens in this community.

The experience of becoming an active participant in joint fund raising and joint planning has been an exceedingly beneficial one to labor. In the days before organized labor was a part of this community enterprise, labor groups were constantly plagued by the



"Howdy" L. Williams

Kansas City, Mo. **AFL representatives inaugurate the new Come-and-See-Bus**

many appeals to give to a multiplicity of small agencies. Getting interested in the community chest program was an answer to this problem, but it was only the beginning. The idea of planning jointly for the total community and operating the health and welfare program as economically and efficiently as possible appealed to labor, and it has taken the principles so to heart that recently, rather than being called "radical," organized labor was referred to by a community leader in one city as "a major community influence on the conservative side." The remark was made in reference to labor representatives' wariness about admitting new agencies to the chest and council until it is definitely shown that there is a new need to be served and that agencies are actually doing the jobs assigned to them.

Another aspect of community planning which labor has taken to heart is the need for new agencies to meet the standards set up by community chests and councils. In an eastern city, a woman who had been a staunch and devoted friend to the labor movement, started a home for the aged and applied for admission to the community chest. Naturally, the labor representatives supported her request, but when it was pointed out that the institution was substandard in its safety provisions as well as some of its health services, labor representatives withdrew their support temporarily, and went to their old friend. Through their influence with her the necessary changes were made,

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EMIL RIEVE

various specialized techniques in the solution of community problems. This can be accomplished by looking to the voluntary agencies, which are composed for the most part of civic-minded individuals from every walk of life, for assistance in this orientation.

To such collaboration unions are able to bring a democratic spirit and a specialized knowledge of workers' needs. In most instances union officials perhaps better than professional social workers, are able to tell whether a community service, voluntary or public, is serving the purposes for which it is intended. Workers have confidence in their unions. They speak frankly to their union leaders about their problems. Their leaders' direct contact with large groups can bring to social planning a realism more effective than an excellent questionnaire.

While unions know the importance of government action in certain fields, they also recognize the role of the voluntary agency in filling the gaps not met by public agencies. These include experimentation; development of public acceptance for new ideas and services; exploring areas of common agreement which are of interest and importance to the entire community; and providing a whole host of health, welfare and educational activities.

Current examples of cooperation between unions and social agencies are too many and too common for detailing here. Evidence that the collaboration has been a creative one for both the unions and the agencies involved can be found in the growth of union counseling; the increasing use of labor liaison personnel attached to community chests or councils of social agencies; the development of new services as the result of union requests.

These and other examples indicate that the motives of union participation in community affairs are essentially unselfish. The record shows that unions have sought neither control nor special advantage. We, in organized labor, will benefit only as the community benefits and only to the extent that we contribute to the well-being of the community as a whole.

JOHN MURPHY

and the institution was admitted. In the opinion of a council official of the city, "organized labor did an outstanding job in this instance and the new agency is doing a worthwhile job."

The earnestness with which organized labor works to encourage genuine participation with and for those whom it represents is seen in the experience in another city. An industrial dispute in a particular plant was reflected in the community chest campaign, traditionally conducted by the management, resulting in a low record of per capita giving. At the suggestion of AFL officials, a meeting of labor and management was called. Following this, the workers invited foremen, job stewards and management to meet with them and discuss the chest campaign. Here it was decided to depart from custom and to conduct the campaign jointly. As a consequence, there was an increase of 92.7 percent in participation and 105 percent in subscription over the previous year on the part of both management and labor.

Finally, a very healthy result of having broadened the base of representation on service agency boards and committees by inviting labor to participate has been the acceleration of a trend away from a conception of the social agency as a dispenser of charity. Chest agencies were, not so many years ago, regarded by many people as the spiritual successors of Lady Bountiful; too few thought of them as agencies providing real service in the fields of health, welfare and recreation.

Labor has been able to help, through its influence in policy making as well as its efforts at interpretation, in changing this attitude and changing the anachronistic aspects of community service which perpetuated it. The citizens of most communities now recognize that these agencies are doing a commendable year-round service quietly and effectively, without stigmatizing those whom they aid. Labor is proud to have had a part in working for a community climate in which it can truly be said that "Everybody Benefits—Everybody Gives."

Chest Within the Chest

The question of how best to solicit contributions from industrial plant employes will stand high on the list of community chest problems this fall. Management is frankly restive at the thought of a return to the big bang-up plant campaigns of the war years. Labor groups, too, are feeling the effects of a campaign fag. Everywhere the protest is against "too many campaigns," and the call is for "something to be done" about federating national appeals into one effort. In the absence of this kind of federation, more and more big companies have taken the matter into their own hands and are setting up their own campaign federation, outside the chest. They are called by such names as "The Blank Corporation Employes Welfare (or Civic or Community Services) Fund." Such funds are supported by a regular deduction from each worker's earnings, from which all employe contributions are made to chests or to independent agencies. The Three C's has just made a study of three specific plans of this kind—namely, those in Bridgeport, Conn., Canton, Ohio, and of the Carnegie-Illinois Steel Corporation of Pittsburgh and elsewhere, pointing up their good and bad features. Among the former are these:

1. The complete federation of major appeals into one money raising operation, within employe groups.

2. The elimination of repeated costly

(Continued on page 288)

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Why We Give

LILIAN BRANDT and THOMAS DEVINE

Motives for giving are rarely found "free" in the chemical sense like free oxygen. One is reinforced by another or inhibited by another, and our decisions spring from the interplay of many conflicting forces.

Thus it would not be easy for any one of us, even with the most candid intentions, to set down accurately the reasons why we have given our support to this or that organization, and why we have given a particular amount. Intellectual and esthetic feeling, as well as social and religious considerations, are involved.

Nonetheless, informal observations of ourselves and other human beings yield clues to the major motives for giving.

Sympathy for Suffering

The fundamental, primitive and probably instinctive, desire to relieve physical suffering is still no doubt the most general and the strongest of all motives. When an earthquake or a fire or a flood destroys lives and property, money pours in—sometimes much more than is needed. A shabbily dressed man with a deformed hand or other handicap can collect more than a day's pay in a few hours of begging, and this in spite of his professional air or laws against mendicancy.

Here then is the basis for most campaign pictures or human interest stories. There is a limit, however, to the effectiveness of even the most inspired devices for stimulating the imagination. Tragic photographs of starved children and skeleton babies fail nowadays to bring the response which could have been counted on a few years ago. This may be partly because the more we have learned about the needs of the war-ravaged countries, the more overwhelming they have seemed. Even with the utmost ingenuity in indicating what a small contribution will do, the individual donor loses his sense of responsibility, and unconsciously assumes a mental attitude not unlike that with which we face a cataclysm of nature. When horrors become commonplace they cease to arouse sympathy and emotions become fatigued, like the frog's muscle in an experiment. Larger doses of stimulation must be applied until the point is reached at which it is impossible to excite any response.

Desire for Divine Approval

The belief that gifts are acceptable to God and even constitute a claim for reward after death is still an active factor in the minds of many. How far society should recognize such motives was legally questioned a number of years ago. A woman who left her entire fortune to charities explained that she did this because she was convinced that her future welfare demanded it. The court, however, on the appeal of the family, set aside the will on the grounds that she had been suffering from a delusion. More are influenced by the general teachings of religion which have established in their minds the conception of charity as a virtue.

To Meet Expectations

Desire for social esteem—or its negative aspect—are undoubtedly factors. To contribute may be "the thing to do." It is not only in the imagination of the cynic that a woman ambitious for social advancement may subscribe generously to some cause simply because asked to do so by a woman of social standing who could further her ambitions. On the other hand, merchants may contribute as a form of goodwill advertising.

Aside, however, from the desire to secure social or business advantage, everybody wants to do "what is expected of him"—by his immediate associates and by society in general; and to the extent that he senses what those expectations are, he tries to meet them if only to escape importunity or a disagreeable reputation. He defers to the social conscience—or social judgment or taste, whichever it may be—and his individual taste or judgment or conscience is influenced by it, just as his own in turn helps to determine that of his community. Tags, buttons, feathers, and solicitation in the open—whether by individual beggars or on behalf of organizations—are all methods of exerting the force of public opinion, and imitation to lead people to do what others are doing. True it may be only a pseudo public opinion which is exerted—not so much the common judgment as what ex-president Hadley of Yale once called the "common lack of judgment"—the result of a tissue of slogans which may or may not be true, but which at any rate owe their influence not to their own merit, nor to a discriminating acceptance of them by the public, but merely to the hypnosis produced by sufficient reiteration.

As this is a central principle in all campaigns or drives for funds it is a challenge to the integrity and sound planning of objectives on the part of their organizers.

From a Sense of Belonging

The recognition of interdependence was part of pioneer life. Without special awareness it was unconsciously accepted on the farm and in the small community. With urbanization, industrialization, and stalwart individualism, the sense of belonging diminished for a time. War, the labor movement, and neighborhood developments are a

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The century was very young when Lilian Brandt's first articles appeared in *Charities*, forerunner of The Survey. Many of her early contributions to research, writing, and teaching were when *social work* was growing out of *constructive philanthropy*.

In 1920, Miss Brandt wrote an important little book, "How Much Shall I Give?" The analysis on these pages of "why we give" stems largely from one chapter of that valuable text book. It is written following consultation with Miss Brandt who retired a little over a year ago.

Her answer to the question which titles her book follows:

"A man can afford, and ought, to contribute . . . such a part of his income as his *informed intelligence*, guided by a sincere concern for the *common welfare*, dictates; and this amount he can afford, and ought, to give, 'even though he be the poorest man in Israel.'"

The words "informed intelligence" provide the key to sound social work support—a basic challenge to agencies and to citizens.

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THE GIVER WITH AN *INFORMED INTELLIGENCE* DOES NOT—

pay for or return unordered merchandise. There is no moral or legal obligation to do either

buy "benefit" or raffle tickets without finding out who, besides the charity, benefits—and how much

become misled by a deliberate similarity of names or uniforms. The Saved Army "SA" is not the Salvation Army

send packages in response t letters from unknown individual without checking with a recog nized foreign relief agency

few of the forces which have been contributing to its revival.

The renewed sense of consciously belonging to a group or a community is a development to which the chest movement has itself contributed, and from which it benefits. The national slogan, "Everybody Benefits—Everybody Gives," appeals to this sense of belonging, and many contributions spring from a natural desire to share in a community effort.

Because of Familiarity

Familiarity is a great asset to any agency in its relations with the contributing public. Its age, the character of its work, its success in public relations, are all factors in determining how well it is known. The mere fact that an institution has been operating for eighty-five years and that its name "means something" to the average citizen creates a presumption in its favor. A trademark like the red cross, the double-barred red cross or the red feather helps to establish identity and spread familiarity. A hospital or home for children, with its conspicuous buildings and easy appeal to the imagination, or uniformed services such as nursing, scouting or the Salvation Army, have advantages over an agency of lower "visibility" whose plant consists of desks and filing cabinets and telephones, housed in a few rooms in an indistinguishable office building. Mere repetition of an appeal, year after year, if it reaches a large enough audience, will have a cumulative effect if there are no counteracting influences. A certain proportion of the old contributors will be held each year, new ones attracted.

An impressive example of what can be done in this way is offered by the appeal for "Hundred Neediest Cases" published each fall by *The New York Times*. The first year only a fraction of the amount needed came in, $3,600. For more than a third of a century the amount has increased nearly every year. Last fall's appeal produced a hundred times the amount raised the first year.

Through a Sense of Loyalty

Loyalty is a very powerful force in determining contributions. This may be a high form of loyalty, compounded of affectionate interest and intellectual approval, as exemplified preeminently in the support given by alumni of colleges to their alma maters.

Instead of intellectual approval, the desire that something with which one has an association should make a good showing may combine with affection, to inspire gifts. To make them may become a matter of family tradition, handing down from one generation to the next a loyal concern for particular agencies. In its lowest form loyalty may turn into inertia, as in the case of people who keep on giving a certain amount year after year to a certain list simply because for one reason or another they or their parents began once upon a time to give those particular amounts to those particular organizations.

For the Zest in Doing Good

Another powerful motive force resides in the exhilaration which results from "doing good," that is, from intending to do good, for the average heart does not require assurance of the result. This is an able adjunct to the stimulus of sympathy. In its crudest form it is the "glow" commonly associated with tossing a coin to a beggar. In a more refined form, and combined with the patriotic desire to "help win the war," it was largely responsible for the popularity of the agencies which undertook to contribute to the morale of the fighting forces and their families. It is one of the basic elements in the appeal of the peacetime program of the American Red Cross.

Sense of Fear

Fear has never influenced large numbers of American donors in the sense that lavish public relief in the days of the Roman Empire was motivated by the desire to "keep the lower classes quiet." Nonetheless, during the depression years demonstrations unquestionably dramatized unemployment, instilled a sense of apprehension among those in positions of authority or influence, and affected both contributions and tax appropriations.

During the depression, a campaign director sent a "proposed poster" to prospects for big gifts. It showed an idle workman's hand with, in the background, a shadow of the hand clenched and the question, "Dare you let desperation fester?" Objections to the poster were prompt and positive—the constructive effect on contributions noticeable.

On the other hand, community chests and unemployment relief funds which adopted the slogan, "It might be you," were uniformly disappointed in the reaction of the general public.

Because of a Social Philosophy

To some, the support of private social agencies is linked with their general opposition to the expansion of public services coupled with their greater confidence in voluntary boards of directors and executives. This point of view was widely stressed during the early years of the depression before the

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We are indebted to the former editors of "48" and the artist, John Taylor, for permission to use the illustrations showing what an informed contributor does not do.

become dazzled by an imposing list of sponsors. The use of names is sometimes unauthorized, sometimes authorized carelessly

fall for high pressure telephone solicitations. A request to "write me about it" usually ends the matter

shell out to collectors who beg for loosely defined church benevolences or obscure charities

give indiscriminately to tag days without knowing the sponsoring organization and the purpose of the collection

advent of public unemployment relief no less than social security. In his support of the first Mobilization for Human Needs in 1931, President Herbert Hoover emphasized the importance of giving as a means of avoiding public assistance, particularly from the federal government.

This viewpoint was expressed by W. M. Kiplinger in a recent editorial in which he stated: "If charities are to be financed by public money, then businessmen will simply pay in taxes what they would otherwise pay in private contributions, and most of them will pay more by the tax route." "It takes only a little arithmetic to suggest that private donations represent a 'bargain.' They are more 'economical.'"

However, most leaders in social work now encourage the development of both effective public services—and effective voluntary agencies in complementary fields.

From Intellectual and Esthetic Forces

Modern interest in health and welfare activities has its longest and strongest roots, not in impulse and concern for suffering individuals, but in *reason and concern* for the general welfare. It is intellectual and esthetic. Endowments for scientific investigation, for the study of social problems, and coordinated social planning for the support of colleges and universities, for federated financing *per se* and similar gifts, are due primarily to the conviction that the best way to promote human conservation and social advance is by facilitating research, the diffusion of knowledge and know-how, and planned administration of services.

Organized efforts to improve living and working conditions have their roots in the sense of justice and common decency, as well as in the feeling of benevolence. These considerations have been active in developing the housing movement, health, education, youth services, and other preventive and constructive programs. Neglected children, forlorn old men and women, prostitution, unnecessary disease, unsanitary housing, and all the rest, have become not so much matters of conscience as a challenge to intelligence, taste, and progress. The mind condemns such things as both undesirable and unnecessary and therefore foolish anachronisms, as we lift the levels of life in our American democracy.

Why We Volunteer

CLARICE PENNOCK* and MARION ROBINSON

When Alexis de Tocqueville, the French political philosopher returned from his study of American democracy to lecture to his students he is reported to have prefaced one of his lectures by a remark which may be roughly paraphrased as follows: "These Americans are a peculiar people. When some citizen in a community decides that something is needed, he thereupon communicates this sense of need to his neighbors. Promptly, a committee is brought into existence. And, in a very short time this committee has begun to meet the need. All of this done without reference to any official or any bureaucracy."

Commenting upon this phenomenon, he then pronounced what he termed a law of democratic health which might be stated thus: *the health of a democracy is to be measured according to the quality of functions performed by volunteers.*

The phenomenon which so astounded de Tocqueville is so important a part of our American way of life that today between thirty and forty million citizens volunteer part of their leisure time to assist in the programs of social, health, civic, religious, and political organizations in countless ways ranging from manual and clerical labors to fund raising, to the responsibility of formulating policies and programs in board and committee groups. During World War II, eleven million citizens who had never before participated in these activities, were recruited for wartime programs, and many of them have continued in peacetime volunteer jobs.

The complexities of modern living are reflected in the structure and program of our social, civic, and political organizations and thus the job of the volunteer has become more complicated. The need for thorough volunteer training, long recognized but largely unmet, became more urgent in the crowded war years. A courageous

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effort was made, with some success, to tackle this vital problem in the midst of tremendously extended wartime programs; but many different kinds of organizations came through the war with this item well up on the priority list of things still to be done.

If the job of the volunteer has become complicated, so has planning for the kind of training he and she requires. Chief among the questions raised in this connection, particularly in social agencies operating on a philosophy grounded in mental hygiene principles, is the problem of motivation. If training is to start where people are, it seems well to know why volunteers offer their services. What do they hope to give and to get? Is the act of volunteering a fulfillment of citizenship responsibilities? An escape from frustration in other areas of life? An expression of concern for people? A desire for prestige and recognition?

The Advisory Committee on Citizen Participation of Community Chests and Councils of America and the National Social Welfare Assembly, is one of the groups currently attempting to wrestle with this question in connection with its services to a great national network of agencies and organizations to whom the volunteer is a *sine qua non*.

This summer the opportunity for an unusual experiment fell into the lap of this committee. In conjunction with the Vassar Summer Institute of Family and Community Living, directed by Mary Fisher Langmuir, head of the institute, the committee sponsored a three day symposium, July 16-17-18, with Eduard C. Lindeman, professor of social philosophy, New York School of Social Work, acting as chairman. Flanking Dr. Lindeman as panel participants and discussion leaders were Rev. Charles McCormick, chaplain, Vassar College; Dr. Albert N. Mayers, practicing psychiatrist and psychoanalyst of New York City; Dr. Julius Schreiber, director, National Institute of Social Relations, Washington, D. C., and Goodwin Watson, professor of education, Teachers College, Columbia University.

Symposium

A well-rounded picture of the 164 participants of the symposium group was obtained in advance by means of a questionnaire, devised by Mr. Watson in consultation with other leaders. Besides giving "face sheet" facts about these members (see table, page 276) and facts about their volunteer activities, the questionnaire was designed to show attitudes of the discussants toward themselves, their daily lives, their families, and their volunteer jobs. About 75 percent were currently involved in volunteer work in their home communities, chiefly in church groups, PTA, Red Cross, and social welfare agencies. Thirty percent were also

Eduard C. Lindeman and Mary Fisher Langmuir

doing work in connection with political and community organizations. (When asked what they would like best to do, the majority indicated work with PTA and social service agencies while the minority indicated political, community and church organizations.)

From 50 to 90 percent of the symposium members had had experience in the following activities: attending committee meetings, fund raising, making speeches, chairing committees, arranging social gatherings, leading clubs of boys and girls, and helping in the kitchen. Asked to show likes and dislikes of common volunteer activities, the members listed their "likes" in this order: serving on committee, leading clubs of boys and girls, making announcements, chairing committees, discussing policy issues, leading adult discussions, and helping in the kitchen.

"Dislikes" appeared as follows: asking for money, keeping financial records, keeping minutes of meetings, presiding at large public meetings, telephoning lists of people, and organizing large meetings. Liking to make speeches had a very slight edge over not liking to.

As to the reasons why people volunteer, 89 percent of all the members thought volunteers (other than themselves!) felt the need to have an outside interest, 84 percent thought they were also motivated by the desire to do something useful, 78 percent thought part of it was because of enjoying prestige and importance. "Because you meet interesting people," "because you are prodded by a need felt for self or family," and "because friends are working at volunteer jobs" were also high on the list. Half thought the fact that "it's the thing to do" also entered, and a little over a quarter attributed other people's volunteer motivations to "can't say no."

As for their own motivations, 79 percent of the participants said they undertook their jobs because of their desire to do something useful, about 57 percent said too that they felt the need of an outside interest, and almost half said they did it because they meet such interesting people and because they were prodded by a need felt for themselves or their families. Thirty-two percent admitted to enjoying prestige, and 22 percent said it was because they couldn't say "no." Seventeen percent thought they did such work because their friends were doing it, and less than 8 percent said it was because they thought it was the thing to do.

By means of a check list, the symposium members characterized the volunteers they knew as being above average in energy and drive, hard working and willing to give time generously, good workers, able to work well with professional people, above average in intelligence, warm hearted and sympathetic. A little less than half thought volunteers were apt to have a good sense of humor; and to enjoy dominating, running things and getting results. Only seven people thought that these folks were apt to be bores and very dull to talk to.

Looking Inward

From questions relating to their personal lives, the members revealed themselves as happy persons and, for the most part, contented alike with their work and marital status. Eighty-seven percent rated themselves as "above average," "well above average," or "in the top 10 percent of all the people I know" in happiness. Only two people checked "well below the average" for this question. The sources of satisfaction in their lives seemed to center in intimate personal relations—with children, spouses, or friends. Reading was also a primary source of satisfaction to more than three quarters; and art, music, travel, and work were rated high in satisfaction by 50 percent or more. A quarter of the group rated their work in political or social action as a source of satisfaction. Eighteen percent put movies into this category and 16 percent checked religion.

Only 16 percent would change their

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marital status (if they could do this "by pressing a magic button"); and only 26 percent would choose to do very different work. If they could live their lives over again, knowing what they do now, 49 percent said their lives would be "a little different"; 29 percent, "very different"; and 20 percent "much the same."

Forty-nine percent thought they made friends fairly easily and half to two thirds could count among their real friends persons of different political or economic views, and persons having economic status above or below their own. Seventy-three percent "sometimes" enjoy being with a group (rather than "never" or "always,") but 40 percent felt they did their best intellectual work alone. Sixty-two percent "sometimes" feel "seriously inadequate or inferior to others"; 18 percent "rarely"; 15 percent "often." Only two persons checked "never."

Recurrent Theme

It would seem that volunteers, no less than trainers of volunteers, are interested in the question of motivation. For this was a subject that was examined, reexamined, abandoned, and returned to during the two evening discussion meetings of the total membership, as well as the smaller roundtables, each led by a symposium "expert."

Personal testimony, in the early part of the symposium, was more specific than the questionnaire had allowed for.

"I have so much energy," said one young matron, "I just have to do something." "I am scared by the wave of reaction in this country," offered a woman of more mature years, "so I feel it important to try to do something about it." Said a housewife, "I'm an educated woman, and I felt I wasn't making enough of a contribution by keeping house and bringing up children." "It's more than that," said another young mother, "I became active in PTA because I felt my interest in my child should extend beyond our life in the home."

As the discussion moved on, one began to sense an uncomfortable feeling that "getting something out of" volunteer work wasn't quite desirable. The word "selfish" was used thoughtfully a number of times, but none knew quite where to apply it. It was agreed that when a need comes close to you, such as firsthand knowledge of the need for education on tuberculosis or cancer, then you are more apt to have conviction about it and work enthusiastically for the cause. Yet there seemed to be a fear that one might have a rewarding experience at the expense of the people being served. It was important, said one discussant, to be sympathetic, but important also to guard against being superior or intrusive. "That's the reason I think you've almost got to choose work that's bound up in something you yourself are primarily concerned with," said a young woman, "because then you have something in common with the people you're working with. And I think you ought to let them know it." Another discussant was less trusting of human nature. In order to protect people who were being served, she wondered if there ought to be volunteers at all. Why not have all paid people do the job? The members rose in protest. There's not nearly enough money, said one. Services would have to be curtailed, said another. There's no agency that can get its work done without volunteers, said a third.

In one roundtable, a pragmatic test was applied, by general consensus, to the case, offered by a participant, of the person who found an outlet in volunteer work because of dissatisfaction with her marriage. The fact that this anonymous volunteer was an unusually productive worker seemed to settle the question. After all, they seemed to be saying, it's the quality of the product that counts. In another section, this question of "giving and receiving" was discussed in somewhat philosophical terms, with the ultimate conclusion that a mutual exchange between

Members of Dr. Albert Nordhoff Mayers' roundtable in post session continuity

people was the objective to be striven for, rather than much emphasis on either giving or getting.

The other side of the coin, undertaking volunteer work out of a grim sense of duty with little or no thought for personal satisfaction, met with strong objections in another roundtable. Though they acknowledged that there was, in the result of the questionnaires, a marked discrepancy between the amount of volunteer work done by those answering, and the ratings of this work as a primary source of satisfaction, this roundtable was challenged by, rather than content with the implication. "You can't put volunteer work into a pigeonhole," said one, "because it's not apart from living." "You do volunteer work because you are what you are," said another, "it comes naturally, like breathing." "Why don't we say something here about the fun of working with others?" said an experienced volunteer. "Especially when it's for something you really believe in," added another. "Sure, there are tough spots," offered a young matron, "but it's like family life—your ultimate goal carries you over the bumps. And the net effect is fun."

What are some of the factors which make volunteer work take on a grim aspect? The problem of "power and control" was offered in one meeting as a frequent frustration in entering or continuing volunteer work. "People who are interested in political action are stymied to start with by local politicians," said one young man. "How can you come to grips with a thing like that?" "It's not only in political action that you come up against that," said another spirited young person. "How about the 'vested interest volunteer,' the kind that runs everything?" In the ensuing discussion, it seemed clear that most people who got into a controlling position got there, not always by their own ambitious efforts but often also because of the apathy of other volunteers. "Such people are usually capable" said a discussant, "equal to most kinds of jobs, and the others just let them do everything." It was in this meeting that one person concluded aloud that both the volunteers who are duty-bound and pretty grim about the whole thing, and those who hang onto power are really reflecting personal insecurity. How can we get at that, was the immediate reaction. "Learn to accept ourselves where we are, and others too, where they are," diagnosed an experienced volunteer. The reason this is so hard, the roundtable decided, is because of our ego needs, our hostilities, our fear of everyone and everything that's different from what we are or think or believe.

Part of the reason for interest of this roundtable in motivations proved to be a need to know how to invoke and sustain enthusiasm in others. Again, personal experience yielded sev-

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eral valuable clues. "I got interested in the Palestine situation, because of the suffering of the DP's," said one woman. "It seemed to me the situation was so serious, I guess I responded to the need to do something about it. Now I feel the program of my organization is so interesting, I just have to get to meeting." "I chose the PTA," said a business man, "because I felt that was something I could do something about." "I responded to a need for my particular training," said a doctor. "When any discussion touches my profession, I enter in because I have a contribution to make." Another described how he had been recruited by members of an organization who showed that they knew of his special skills. "I was impressed," he said, "that they had taken the trouble to find out something about me."

All God's Chillen

Quoting the questionnaire as revealing that 62 percent of the participants had indicated that they *"sometimes* felt seriously inadequate and inferior to others," Mr. Watson suggested in the first evening's panel discussion that a factor in this phenomenon was our competitive culture. "We are always having to compete with others," he said, "the next baby, the other kids in the neighborhood or in school. We compete over marks, rank, social lists and income." Someone offered that, in relation to volunteer work, there was a difference in feeling inadequate to a specific job and feeling generally inadequate as a person. What were the specific jobs that people felt inadequate about? Fund raising topped the list, with learning to build program and learning skills for political action coming next.

Why do we hate to ask for money, was the next question. There was rapid fire response from every corner of the room. "There are too many causes. Your friends begin to avoid you." "You hate to alienate your friends." "You know people are short these days, and you hate to embarrass them." "You're afraid your friends will begin to put the bite on you for *their* causes." "That's just it. The basis of fund raising seems to be that friends approach friends to embarrass them into giving." "In a small city where everyone knows everyone, if you don't give, you're on the blacklist." "In my village, you feel so sorry for the poor people who come around asking for money for things, that you give, if only 25 cents to make it easier for them."

When the chairman asked for a show of hands as to whether people would rather approach strangers than friends to ask for money, the strangers were favored by a great majority.

The symposium experts had several comments to make: perhaps asking a person to invest in a cause made one more aware of the imperfections of it; it might be helpful if one could consider oneself a kind of guidepost in soliciting money, letting friends know of a satisfactory way to give to something productive; success in money raising depends on the kinds of persons involved, the amount of conviction a person has and the popularity of the cause, since some causes appeal only to selected groups.

About The Vassar Symposium

Men	16%
Women	84%
Single, not engaged	15%
Married, no children	8%
Married and parents	68%
Between 21-29 years of age	15%
" 30-39 " " "	43%
" 40-49 " " "	32%
Some college work	24%
B.A. degree	20%
Some graduate work	36%
M.A. degree	15%
Doctorate degree	5%
Teacher	43%
Home maker or Housewife	42%
Business man or woman	9%
Social worker	4%
Income of $6000 or over	46%
$3000 to $5999	34%
$1500 to $2990	11%
Less than $1500	2%
Usually Democrat	32%
Usually Republican	20%
Support 3rd Party now	24%
Uncertain	20%

A dissenter arose to say that, after all, it was the cause, not the fund raising, that mattered. "It may not be perfect," she said, "but it's almost always better than nothing." She was joined by another young woman. "I have the courage of my convictions," she said, "that is, if I have a conviction. And I am not afraid of being turned down."

Working in Groups

"What is it," asked one young woman, in a small discussion meeting, "that makes us uncomfortable about working in a group? My palms get wet when I have to get up and talk like this. But when I'm once on my feet I don't mind." Her sentiments were echoed in several sessions, though early in the symposium, members had agreed that we do need to work together. However, they had added, most people "have to figure themselves out first," or as another person put it, "get inward integration first." Pointing to the questionnaire result which showed that 40 percent of the members thought they did their best intellectual work alone, rather than with others, both Dr. Schreiber and Dr. Watson brought out the fact that we tend to use the system that works for us in early life. This they connected with our tendency in this country to emphasize the individual approach. An Australian visitor testified however that in the conservative schools of her homeland there is much less pupil participation than is enjoyed here, and that at first she had found the group discussion in this country "completely confusing." Rev. McCormick added that our system emphasizes answers rather than process or people. For example, he pointed out that a low percent of the questionnaires returned had indicated satisfaction from social and political action where answers must evolve, whereas it's really the process and people that count.

Clues for Training

The first rule of the good training course for volunteers, said one member, ought to be to help people "develop at-homeness with themselves." Others questioned whether this could be given by training. "Doesn't that have to come from within?" asked one. At least training could help people understand their own needs and motivations, as well as something about human behavior, was the answer. Then, too, there is the confidence-giving effect of learning one's best skills and capabilities. Another discussant thought training should take place "in an atmosphere of friendliness, encouragement and support." "It seems to me," she said, "that this, more than anything else would draw and hold people." There was general agreement with Dr. Schreiber as to the importance of training in the dynamics of human behavior through group discussion.

Two of the small discussion meetings returned proposals that guidance laboratories for volunteers be experi-

(Continued on page 288)

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Whither Federation?

LYMAN S. FORD

Director, Health and Welfare Planning
Community Chests and Councils of America

In 1925 there were 240 community chests in the United States. By 1935 there were over 400. During the next decade the number doubled, and today we find some 1,100 chests registered with the national association, Community Chests and Councils of America. How many hundred additional small communities have some type of annual federated campaign, no one knows.

The almost phenomenal spread of this basically simple idea has exerted tremendous influence on the entire health and welfare field. Chests occupy a strategic position in every important community in the United States, with the single exception of New York City. The future of chests and federated financing, therefore, is one of the vital community and social welfare issues of the day.

To understand the future, one must understand the past. The fact above all others which constantly must be kept in mind is — community chests *grew* in this country—they were not "organized." Each one was established upon the initiative of the community in which it is located. They were not set up as units in a national movement but as the result of the local community's effort to solve for itself the troublesome problems of wasteful competition, inadequate financing, and disorderly development in the voluntary social welfare field.

In other words, federation is an idea and a method—not a movement. It is the future of this idea and this method which is important. Chests as organizations are involved only as they represent the media through which communities are attempting to realize the benefits of federation.

That communities prefer the federated approach to the support of health and welfare services is indicated by the negligible number of instances where a community has given up the federated plan after once having had experience with it. The increased amount of money raised; the increased number of contributors; the development of new groups of contributors such as corporations and employe groups; the stimulation and support of total community social planning, and the saving of time and energy in the raising of funds all constitute striking evidence of the sound benefits to be secured from federation. At the present time there is every evidence that the citizens in local communities are even more convinced than before of the values of federation and desire an extension of the principles to cover a larger part of the local appeals problem.

Of course there are problems and even some real dangers involved in the operation of federated money raising systems. Not all experience has been good and not all results constructive. Also, now that a generation of campaign workers, agency board members and professional workers has passed, many of the problems and difficulties of non-federation days have been forgotten or have never been experienced by current leadership. At the same time, inflationary trends have focused attention on the problems and difficulties of community chest operations.

But even among those most bitterly opposed to federated principles being applied to the causes with which they are connected, seldom is heard the suggestion that we return to the chaotic no-federation days. The question is, can we have our federated cake and eat it too? That does not mean that every last appeal of any kind must be federated. There will always be a few exceptions among the established causes, and there will always be special interest projects and limited appeal movements which have no place in federations. But there is serious question whether the current situation in which so many communitywide appeals are conducted on a non-federated basis in the average community can long endure without serious consequences to all social welfare.

Shall we move forward toward more inclusive or new local federations or shall we go backward to the catch-as-catch-can, free-for-all of pre-World War I days? If the opinions of the average citizens leaders are to be taken as a guide, the answer is overwhelmingly in favor of moving forward.

Thus the question arises, how shall community chests — the r a l l y i n g points for those interested in extending the benefits of federation—meet the challenge of the current situation? A four-point program is suggested:

1. Reiterate the basic reasons for federating appeals.
2. See that federation is always a positive force.
3. Keep the machinery of federation flexible and ready to meet changing needs.
4. Join in a local, state and national program to extend the principles of federation to the so-called "non-local" appeals.

Go Back to the Fundamentals

There is much in the current situation that can be used to recall the chaos, waste, and universally unsatisfactory conditions which prevailed before chests were organized.

In regard to the non-federated appeals made locally today, are some agencies starving while others get more than they can use currently and efficiently? What about the cost of raising this non-federated money? What about community budgeting? Are there signs of drying up the well of responsible community leadership?

Possibly it is inevitable that cycles shall occur. In one way federation, which is always voluntary in character, does clear the field for those agencies which are not willing to federate. Also, over - restrictive chest policies can force some willing agencies to campaign independently. The cycle can be speeded up, however, by throwing the spotlight on conditions for which federation has at least a partial answer.

One of the strong underlying reasons for the tremendous current increase in interest in federation and all other types of local joint planning and coordination is the fact that in

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America we have committed ourselves to solving the problems of interdependency through voluntary joint effort. Many people see in the federation movement a demonstration of how autonomous agencies and individuals can join together in a democratic program which yields the benefits of united action without sacrificing basic freedom and which produces a united force for community betterment greater than the sum of the individual parts.

The basic reasons for the beginnings of federation a generation ago still are valid reasons for bringing an expanding group of services into this voluntary method of cooperation.

Federation as a Positive Force

The purpose of all money raising for social welfare is to make our communities and the world in general a healthier, happier, and more satisfactory place in which to live and raise children. This is accomplished through the organization and support of facilities for the general community welfare and by the provision of services to meet intelligently the problems of those who need a helping hand with some social or physical difficulty.

Federated money raising schemes earn their right to exist by contributing to this fundamental purpose. In addition to saving time and money and promoting coordination and balance in program, they must:

1. Produce more money than could be secured if *all* voluntary agencies put on separate campaigns.

2. Provide for growth in the total program of services.

When speaking of producing more money through federation, it is important to distinguish between more money in total and more money for any specific agency. Promotion of balance and flexibility in the local program to meet changing conditions, an essential element in federation, may sometimes result in a static or reduced appropriation for a particular service. Federation must be judged by its total net effect, and this net effect must add up to progress.

Community chests are the devices which communities have set up to apply the federation idea to their problems. The job of a chest is not to preserve, protect or promote a movement but to provide for the community a federated means of raising and allocating voluntary funds. As the federation problem changes, the federation machinery must also change.

One of the great strengths of local chests has been their ability to meet and handle new and big problems. In the early days of the depression, chests met the challenge of relief needs in the face of extremely difficult economic conditions by increasing the amount raised from $75,000,000 in 1930 to $101,000,000 in 1932—an important stopgap preceding large-scale federal activity in this field.

The rapid development of public welfare facilities which followed this period was the occasion for another radical shift in chest policy. It is a short time but a long way from the chest poster with the broken loaf of bread to the slogan "Everybody Benefits—Everybody Gives."

Again, during World War II, chests rose to the situation and handled the appeals of national war agencies in virtually every community where chests existed.

Flexibility of chests in meeting new demands is tied up with the question of plateaus or ceilings in the giving level. The well-organized federated campaign results in a higher level of giving all along the line and the maintenance of continuity in this level from year to year. A difficulty is that this level sometimes tends to act as a ceiling as well as a floor so that one of the perennial problems of federation is how to break through these giving levels.

Experience has demonstrated amply that the limit on the amount a given community can raise in its annual federated campaign is much more closely related to community attitudes and to the state of mind of community leadership than it is to any basic economic ability to contribute. The problem to be dealt with, therefore, is this community state of mind.

Over the years, chests have changed the level of giving in two ways. In the period between the depths of the depression and the outbreak of World War II there was a slow but steady increase in the amount raised by chests in most communities in line with what might be considered the normal development of health and welfare services. This was in contrast to the sharp rise in the giving level which was brought about by the inclusion of war appeals in local chest campaigns.

While it is reasonable to expect the "inching up" process to take place again in these postwar years, as it showed evidence of doing in last fall's campaigns, this has been sufficient to do little more than keep up with steadily increasing costs. In order to bring about any significant change in the giving level and thereby enable chests to include a substantial number of the currently unfederated appeals, there must be some more dramatic and more dynamic stimulation. It is possible that there is such a potentially dynamic force in the almost universal frustration and irritation on the part of local leaders with the current situation of multiple appeals. It would, therefore, seem realistic for chests to start with the potential dynamic in any effort to increase giving levels. It would also seem clear that in keeping with their tradition of flexibility and readiness to meet new problems that chests have a responsibility to give leadership, directly or indirectly, to their communities' effort to meet the multiple appeals problem.

National Programs

Not all, but a significant part, of this problem consists of the so-called non-local appeals. First, there is the large group of national service agencies, many of which have local units in chests and receive chest funds in the form of national dues. No satisfactory system of financing these services has ever been worked out, except in a few individual cases. But more important in this connection are the nationally conducted campaigns for direct contributions for such causes as Red Cross, heart, cancer, poliomyelitis, crippled children, tuberculosis, social hygiene, hearing, blindness, mental hygiene, foreign relief, and now the reactivated USO.

In general, communities have not been successful in applying to this type of appeal the principles of federated financing. Even a cursory survey of the relative amounts raised by these different groups and their various quota and campaign plans reveals a startling picture of unbalance and disorderliness in our present system of supporting these necessary national health and welfare services.

To diagnose the problem and to prescribe federation is rather simple. Actually to take steps in this direction is a tremendously complicated and difficult matter. But steps are being taken. Nationally, locally, and at the state level the things that can be done are being done. In this multiple approach at every point where it appears any progress can be made lies

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the only hope of success. Local leaders who are sold on federation can make their greatest contribution by taking all possible measures to set the stage for federating non-local appeals in their own communities and by vigorously supporting state and national efforts aimed in this same direction.

Nationally, the National Information Bureau, the National Budget Committee, and the National Quota Committee are all moves in the direction of federation. They will have real meaning only to the extent that local citizens and local federations back them up.

But national action alone will not be effective. There are at least two local steps that have been taken by many chests and are recommended for serious consideration by all communities.

The first is for the chest deliberately to assume responsibility for leadership in the community in its efforts to handle non-local appeals.

The second thing is for the chest to adopt what is somewhat loosely referred to as the "open door" policy. This merely means that the chest says to its community that it believes in federation and that it believes any health and welfare appeal which the citizens have demonstrated their willingness to support or which has a legitimate claim upon the community can be handled more efficiently and effectively in a federated campaign. Some cities may wish to implement this policy by urging all agencies which are qualified and willing, to become participants in the chest immediately; others may feel it is better strategy to give full support and cooperation to a second communitywide federated campaign with the idea that the two drives might eventually be joined.

Regardless of the course which is pursued, the important thing is to make it crystal clear that it is not the chest which is standing in the way of an extension of the federated plan to non-local appeals.

Many communities feel that a further local step should be taken—that some type of citizens' group outside the chest should be established to deal with the whole problem of multiple appeals. This point of view is based on the theory that chests may be accused of being the "dog in the manger" and that if the chests are to raise more money they must be in a position of responding to a very definite community demand backed up by some expression of willingness to help carry the extra load. A number of cities have established appeals committees. In most cases, however, they have been organized, not around the problem but around a special device or activity which might be employed, such as an endorsement or screening process. A recent review of the experiences of such committees is not impressive. This is probably due to over-emphasis on the rather negative activities of screening and endorsement.

This experience does not mean that the organization of a strong and broadly representative community committee cannot be a very useful device. However, such a committee possibly might be better called "Community Appeals Planning Committee" and be set up to study and recommend action regarding the entire problem of multiple appeals. Review and endorsement would be a possible function of such a group but not its principal focus.

State Action

Many people feel that there is a chance for a stalemate if only local and national activities are carried on. They look to the state as a possible level for bringing together the local and national approaches into an effective program of federated financing of social welfare. A number of states have taken action, with the greatest progress being made in states where the activities involved a carry-over of some of the State War Chest facilities.

Just as each community has traditionally gone about the development of federation in its own way, each state should and undoubtedly will make its own unique approach to the problem. As was pointed out in the resolution adopted by some thirty national lay leaders at a meeting in Chicago in December 1947, the possibilities for action range all the way from mere study of the problem and provision of information, to the operation of a full blown state chest. Some form of state financial federation in the social welfare field seems inevitable.

Whither federation? The writer's guess is upward and outward to new levels and to new areas of usefulness and positive contribution to the general welfare. The next twelve months will be a key period in determining the actual answer to this question. To a large extent, the answer will depend upon the statesmanship and vision with which federation leaders make decisions on the issues which have been discussed here.

Chaositis

Something is wrong. While the public has not become generally aware of it, health and welfare agencies have a bad case of "postwar chaositis."

The root of this conflict is money.

. . . health and welfare agencies—governmental and private—spend around $15,000,000,000 annually. Consequently, the charge that the American people are becoming less concerned about the health and welfare of their neighbors would seem to be open to serious question.

. . . Inevitably the point was reached where, in the larger cities, scores of drives were being conducted simultaneously. The cost in time and money was becoming prohibitive.

Eventually the conviction arose that people should "give with the head instead of the heart," and that their gifts should be used in the same common sense way. Out of this conviction grew the community chest, which now functions in 1,100 communities.

After the war, however, there was an epidemic of "multiple campaign fever." Money was plentiful. Everybody had a cause. And the woods were full of promoters . . . .

Oakland, Calif., illustrates the postwar trend. When the chest was organized in 1923, more than fifty agencies consolidated their campaigns. But in the year ending June 20, 1947, the chest drive was only one of thirty-two conducted by organizations with local offices. Sixteen additional campaigns were known to have been conducted by mail . . . .

The American people have demonstrated that they will provide enough money to meet the need. Now it appears that they may be ready and able to demand—and rightly so—that it be "wisely distributed and efficiently used."

From Oren Stephens' article in The Nation's Business, *May, 1948.*

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THE COMMON WELFARE

Washington Roundup

Amendments proposed to broaden and liberalize the Displaced Persons Act, passed by Congress in regular session in June, were not acted on before adjournment.

The complexities of the present act and the "inadequate" appropriation of $2,000,000 for its administration, will, according to Ugo Carusi, recently appointed displaced persons commissioner, slow down the first year's admissions so that only 40,000 DP's will be able to enter the country. A request for a deficiency appropriation of $2,000,000 to implement the act was denied by Congress.

Mr. Carusi heads a commission whose members include Edward M. O'Connor, an executive of the National Catholic Welfare Conference-War Relief Services, and Harry N. Rosenfield an assistant to the Federal Security Administrator.

National Heart Institute

In August, the U. S. Public Health Service formally launched the new National Heart Institute, authorized by Congress in regular session as a specialized division of the service's National Health Institute at Bethesda, Md. Purposes of the new institute include: research into the causes, methods of diagnosis, treatment and prevention of diseases of the heart and circulation; training of research workers, and provision of grants-in-aid for training, instruction, and traineeships in matters relating to the diagnosis, prevention, and treatment of heat disease patients, including refresher courses for physicians; support and stimulation of the efforts by the states to develop adequate community programs of heart disease control.

The institute is to have a national advisory council of twelve members, six of whom must be leaders in the field of fundamental sciences, medical sciences, education or public affairs; and the other six selected from authorities in the field of heart disease. Dr. Cassius J. Van Slyke, of the service, has been appointed director.

The measure had the active support of the American Heart Association and the National Heart Committee, which earlier in the session, had also played a major role in securing an appropriation of $2,644,088 to the USPHS for studies of heart disease.

As it was originally passed, the measure providing for establishment of the Heart Institute carried no appropriation. Following a request from Federal Security Administrator Oscar M. Ewing for a deficiency appropriation of $6,730,000, Congress appropriated $500,000 to this end just before adjournment. Comparing this sum with an item of $492,000 provided by Congress on the same day to combat the Golden Nematode, a bug which attacks Long Island potatoes, Dr. Howard Rusk reports, in *The New York Times,* that heart disease today affiicts about nine million Americans and causes one death out of three. Despite this toll, according to Dr. Rusk, less than two hundred hospital beds the nation over, are set aside for clinical research in diseases of the heart, and only 199 of our 135,000 practicing physicians limit their work to this field.

WHO Membership

On June 14 the United States became the 42nd nation to join the World Health Organization. A resolution to this end was passed by Congress and signed by the President just in time for this country to send full-fledged representation to the first World Health Assembly which opened in Geneva on June 24.

A one-year withdrawal clause attached to the ratification made it necessary to refer the question of U. S. membership to the assembly. However, members of the assembly voted unanimously for full membership.

The resolution places an annual limitation of $1,920,000 on the U. S. contribution to WHO's expenses. This is about 40 percent of the agency's budget. The USA representative on WHO's executive board is to be appointed by President Truman with the approval of the Senate, and must be a physician or surgeon who has been in practice for at least three years.

United States representatives at the assembly were: Dr. Thomas Parran, recently retired as Surgeon General of the U. S. Public Health Service; Dr. Martha M. Eliot, associate chief of the U. S. Children's Bureau; and Dr. James R. Miller, trustee of the American Medical Association.

Public Welfare

A measure passed by Congress over the President's veto, in regular session, increases by $184,835,000 the federal share of the cost of the three public assistance programs, but at the same time excludes from social security coverage some 500,000 to 750,000 persons working as commission salesmen, life insurance salesmen, taxicab drivers, and others.

Federal contribution for OAA and aid to the blind is increased by $5, and ADC by $3. Maximum for OAA and aid to the blind is thus raised to $50, and the ADC maximum to $48.

In his veto message, President Truman criticized the proposal to restrict OASI coverage. He pointed out that: "Employers desiring to avoid the payment of taxes which would be the basis for social security benefits for their employes could do so by the establishment of artificial legal arrangements governing their relationship with their employes.

Last April, the Advisory Council on Social Security, set up by the Senate Finance Committee to study the social security structure, had recommended extension of OASI to more than 20,000,000 workers not now covered; liberalization of eligibility requirements; increase in social security benefits to an amount nearly double that of present benefits; and an increase from 1 per cent to 1½ percent in the taxes levied on employer and employe to finance the program.

A measure which would have made it possible for authorities administering the aid to the blind program to disregard monthly earnings up to $40 in calculating the resources of their clients, was vetoed by the President. In the opinion of the President, the bill "was contrary to the most important

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principle on which our entire public assistance program is based—relief of need." Moreover, "the bill would operate to the detriment of many needy blind persons now receiving blind assistance because in many states any new or increased assistance to blind persons who are employed can only be provided through reducing the assistance currently being granted blind persons who are without income."

The bill to establish a Federal Department of Health, Education and Security was not reported out of committee during the sessions.

Children

Congress, which has authorized the appropriation of $100,000,000 for the International Children's Emergency Fund, reduced its appropriation of $60,000,000 ($40,000,000 had been appropriated previously) to $35,000,000. Action to reduce the grant came from the Senate where it was held that part of the fund was being used "behind the iron curtain" for children "who were affiliated in some way with families who were Communists . . . not to the children of parents who favored the democracies"; and because funds appropriated for the European Recovery Plan will provide additional food and clothing for children of countries participating in the plan. ICEF is now providing supplementary food and clothing for about 4,000,000 children abroad.

Dental Research

Another new measure, the National Dental Research Act, is designed to promote research into the problems of dental health and to increase the training of personnel in matters relating to the diagnosis, prevention, and treatment of dental diseases and conditions. An annual appropriation of $750,000 is authorized for this purpose.

The measure establishes a National Institute for Dental Research in the U. S. Public Health Service. This institute will serve as the focal point for research and experimentation in basic and applied research in dental disease. An appropriation of $2,000,000 was authorized for its construction.

The Mailbag

Dr. Daniel Bergsma, who became first state commissioner of health, New Jersey State Department of Health, under enabling legislation passed in 1947, is planning a reorganization of the department and a drive to improve local health services, particularly in rural areas of the state.

The 1947 law gives Dr. Bergsma broad powers to revamp the department, subject to the approval of the Public Health Council, established under the same measure. Dr. Bergsma has outlined his proposals in an article "The Philosophy and Meaning of the Reorganization Plan for the State Department of Health of New Jersey" in the July *Public Health News,* published by the department.

The plan, which has been approved by the council, calls for the establishment of six bureaus to conduct the work of the department. The first, a Bureau of Environmental Sanitation, would be responsible for such activities as control of water supplies and insect and rodent control. The second, a Bureau of Preventable Diseases, would be concerned with the development of plans for the control of the acute communicable diseases. The third, a Bureau of Constructive Health, would include such functions as maternal and child health, mental health, and nutrition. Its director would be responsible for the development of effective, practical plans for increasing the good health of the local community.

The fourth, a Bureau of Laboratories, would provide specialized laboratory procedures for the first three bureaus and for practicing physicians. The fifth, a bureau of local health services, would conduct health surveys and evaluation studies throughout the state, to determine strengths and weaknesses and to eliminate wasteful overlapping of functions. The sixth, a bureau of vital statistics and administration, would be primarily a service bureau to the other five.—*Information furnished by* SURVEY *correspondent Ralph T. Fisher, New Jersey State Department of Health.*

Job Survey

John W. Tramburg, recently appointed director of public welfare for the District of Columbia, has initiated the first comprehensive job survey to be conducted in his department for over twenty years. A job analyst and organization investigator from the U. S. Civil Service Commission has been assigned to the work.

In the twenty years since the last job survey was made, both functions and personnel of the department have expanded greatly. Moreover, the department has a unique public welfare job. As an agency of a federal district, it participates in federal programs on a state basis, and in addition, must carry out the functions of municipal and county welfare organization.

In the opinion of the director, the findings of the survey will make it possible to strengthen the department both in efficiency of performance and in ability to get and hold qualified personnel. —*From* SURVEY *correspondent Mamie L. Mizen, Board of Public Welfare of the District of Columbia.*

Reporting

Improvements in the reporting forms for health and welfare services are increasing the interest in the Social Statistics Project now sponsored by Community Chests and Councils of America. Use of the forms has extended well beyond the fifty urban areas that are official participants in the project.

Bertram J. Block, chairman of the Advisory Committeee, reports that scores of other cities use the forms for standardized reporting. Last January W. T. McCullough's committee released its forms for recreation and group work. An experimental form for camping is being tried out in a few places including, to the committee's surprise, Germany where the U. S. Military Government has reported its use. A committee of national casework agencies chaired by Ralph Pumphrey has approved report forms for family and children's agencies which will be in general use after January 1.

There have been no major revisions since 1939 in the statistical reporting of health services. A broadly representative committee, with Dr. Ira V. Hiscock as chairman, has been selected in cooperation with the National Health Council. The committee will attempt to bring the reporting of statistics in the health field into line with current practices.

All in One Package

A "family unit" report system is currently being worked out, with St. Paul as pilot city, in connection with the community planning and research

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project financed by the Grant Foundation and conducted by Community Surveys, Inc. (See THE SURVEY *midmonthly*, October 1947, p. 284.) The system allows for simultaneous reporting of the problems of a family and each of its members in the areas of health, welfare and recreation; and for the services being rendered in connection with the problems by community agencies.

During June social agencies in St. Paul participated in adapting the form for local use. The system will be inaugurated for the month of November, and on the basis of the findings during that month's experience, a permanent reporting system, based on family units, will be installed. Co-sponsors of the project in St. Paul are the Community Chest and Council, the Wilder Charities, and the County Welfare Board. The system will be put into effect by the Planning and Research Council of St. Paul's Community Chest and Council.

Announcements

The National Recreation Congress will be held in Omaha September 26-30 at the Hotel Fontenelle. A novel feature of the program will be three-one-day training conferences devoted to recreation in churches, rural areas and in small communities of less than 5,000 population.

The annual meeting of the American Recreation Society will be held at the same hotel September 25-30 in connection with the congress.

The National Conference of Catholic Charities is holding its annual meeting the week of October 9-13 in Boston (hotel to be announced). On October 8, Catholic students from major Catholic and secular schools of social work will hold a conference at Boston College to consider the role of student leadership in the advancement of social work.

About 4,000 public health workers from all parts of the United States and abroad are expected at the 76th annual meeting of the American Public Health Association in Boston, Mass., November 8-12. Many related organizations, such as the American School Health Association and the Council of State Directors of Health Education, will hold their annual sessions in Boston at the same time. Details about program and hotel reservations may be secured from the association, 1790 Broadway, New York 19.

"New Forces in Family Living—New Directions in Family Service" will be the theme of the 1948 biennial meeting of the Family Service Association of America—November 18-20—in Detroit. Between 400 and 500 representatives of family service organizations throughout the country and in Canada will participate. The program is planned to accent the positive developments in family change.

Opportunities

The post of superintendent of the New York Training School for Boys at Warwick will be filled by a nation-wide competitive civil service examination, the State of New York Department of Civil Service announces.

Minimum qualifications for this job include eight years of experience including three as a superintendent or assistant superintendent in an institution for juveniles, five years of which must have been social work, correctional, education or child guidance experience, supplemented by a college degree and one year of graduate study; or a satisfactory equivalent. The salary range, including cost-of-living bonus, is $8,800-$10,375, less maintenance.

Last date for filing applications is October 11. Detailed announcement and application forms may be secured by writing to the Examinations Division of the service, 39 Columbia Street, Albany, N. Y.

NEPH Week

National Employ the Physically Handicapped Week will be observed October 3-9. A concerted drive to secure more adequate employment opportunities for disabled veterans and other handicapped people will be conducted throughout the week, by the President's Committee on National Employ the Physically Handicapped Week, an organization of about 150 leaders of industry, labor, veterans, medical, and other organizations interested in rehabilitation.

For Women Veterans

The Girl Scouts of the USA is offering the first nationally approved training program for women veterans of World War II. Under an agreement with the Veterans Administration, women veterans of the armed forces or former army or navy nurses may receive twelve months training and experience for jobs as executive directors, district directors or field directors under local Girl Scout councils. Salaries for the training period will be supplemented by subsistence payments from VA. Application may be made to local VA offices or to Girl Scout national headquarters, 155 East 44 Street, New York 17.

Health Conference

In Georgia, a Better Health Conference, patterned to some extent after the recent National Health Assembly, will be held at Macon September 29-30. The conference, which was planned at a meeting called by Acting Governor Thompson last December, will prepare recommendations for a coordinated statewide program of medical care and health service and make plans for their implementation. The Georgia Citizens Council has had responsibility for organizing the conference.

One hundred citizens selected from lists prepared by such state agencies as the Georgia Congress of Parents and Teachers and the State Board of Health, have been participating in workshops studying hospitals, health personnel, clinics and health education, mental health, and health insurance. Their findings will be presented at the conference.

In Print

"Youth-Serving Organizations," prepared by M. M. Chambers, and published by the American Council on Education, is the third edition of a handbook of descriptive data for 250 national organizations. The material, presented largely in the words of their own officers, covers membership, purpose, activities, staff, and finances.

Organizations are divided into youth-membership associations with a membership mostly under twenty-five years of age, large lay organizations of adults concerned in part with youth, and professional and quasi-professional organizations concerned with youth education and welfare.

Price $3.00, from the council, 744 Jackson Place N.W., Washington 6, D. C.

"Proceedings of the National Conference of Social Work, Seventy-fourth Annual Meeting," is a compilation of forty-eight of the papers presented at the Conference in San Francisco, April 1947. Selection was made on the basis of historical importance, freshness of material, and current usefulness in social work. All sections of the Conference are represented.

Five dollars, from the Columbia University Press, New York, N. Y.

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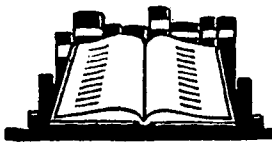

BOOK REVIEWS

THE PRACTICAL NURSE, by Dorothy Deming, R.N. The Commonwealth Fund. $3.

DOROTHY DEMING WRITES WITH CONviction that patients need and deserve the "best practical nursing care they can get," and that responsibility for the practical nurse's achieving the ability to provide this lies with the professional nurse.

This reviewer feels that "The Practical Nurse" should do much to appeal to the graduate nurse who remains adamant in her rejection of the practical nurse, thus unwittingly perpetuating the *untrained* "practical." The latter's unsafe acts are understandably at the root of the professional's antagonism, but the rejection of the *trained* practical undoubtedly is rooted in misunderstanding. Miss Deming, moreover, does acknowledge this existing obstacle to the practical nurse in her attempts to grow in public recognition, but feels that most of the registered nurse's objections "would be met if proper preparation, supervision, and legal control of practice were established."

The author surveys all the fields of nursing to ascertain the place of the practical nurse at present, and makes recommendations for the future. Repeatedly stressing the desirability of maintaining standards and suitable supervision from such sources as visiting nurse associations and professional registries, she points out that the practical nurse's asset in the home is the combination of "nursing and homemaking skills," with complex functions being undertaken by the visiting nurse.

In the hospital, her list of duties should be based on her curriculum and she should be asked to function only where there is a definite ratio of registered nurses to patients. The same also can be said of her contribution to the mental hospital where, unfortunately, not many desirable types of practical nurses have been attracted because of poor economic and working conditions.

The author postpones superficial conclusions about the need for practical nursing by the chronically ill and the convalescent until she carefully weighs the problem of nursing typical chronic cases, including the patient with tuberculosis. The exact function of the practical nurse is considered in relation to the total care of the patient.

Many reservations are made for the use of the practical nurse in industry, since there is a tendency here toward her employment without adequate supervision. Her use in other public health fields has been limited and probably will remain so in the immediate future. Yet, as an adjunct to a visiting nurse service, her potential usefulness is unquestionable.

In conclusion, this reviewer would like to add that like most registered nurses she has had many grave reservations about the use of the practical nurse, but she does not hesitate to say that this book leaves one without any doubt about the reality that the practical nurse meets a need which never has and never will be completely met by the professional. The problem is not essentially whether there should be a practical nurse but how she can best fulfill the community's need of her.

BESSIE T. KAYE, R.N., B.S.
Supervisor of Clinical Instruction
Leo Ritter School of Nursing
Maimonides Hospital, Brooklyn

A STUDY OF CHILD WELFARE IN A RURAL NEW YORK COUNTY, by Abd-Eli-Hamid Zaki, Ph.D. Bureau of Publications, Teachers College, Columbia University. $2.90.

THIS BOOK IS AN INTERESTING ADDItion to the literature in the field of child welfare. Although it concerns itself primarily with what is happening to children in one county of one state, its scope is broad and its arguments are basic. The study is centered within three aspects of a child welfare program: first, the area of responsibility, leadership, organization, and support; second, structure, administration, definition of program, standards of service; and finally, analysis of performance, evaluation of actual services.

The author writes with refreshing lucidity, with words which carry their original meaning. His statement of the history of child welfare is thorough, and he shows great feeling and respect for the concerns of the people at various stages of social work progress. His review and appraisal of the relationship of the state to the rights and duties of parents and to those of children are especially helpful in clarifying when and to what extent the state may substitute for the parents in protecting, or providing for children.

The second part of the book gives a picture of Rockland County and its attempts to fulfill the public's obligation to its children in need. The author shows how a program filled with good intentions can bog down badly when policies are not clear and the program is not based on good social structure. The book is very critical, but the evaluation of the negative aspects is given with painstaking care.

The criticisms of work of poor quality seem justified in every instance by the examples given. The author selects for criticism, however, such factors as the caseworker's failure to make more use of health resources, educational or vocational training, and programs of that nature. This raises questions about his own basic casework philosophy and professional practice. He does not refer much to "diagnosis" and "understanding," but they in themselves are not enough to provide the dynamic casework processes through which the child is helped to face realistically what he has to face, and to feel the support of the caseworker and the role the agency plays in providing the service through the way they relate, and are related, to him. The casework processes seem not clearly defined or integrated with the particular services that the child needs either in the program as described or in the mind of the writer.

As a result of a concept of casework that is neither as clear nor as logical as his concept of community organization and the relationship between the state, the parent, and the child, his conclusions are thrown out of line with the principles set forth in the first chapters.

I place a high value on the first 150 pages of the book. I find more to question in the last part of it.

E. MARGUERITE GANE
Executive Secretary
Children's Aid and Society for the Prevention of Cruelty to Children, Buffalo

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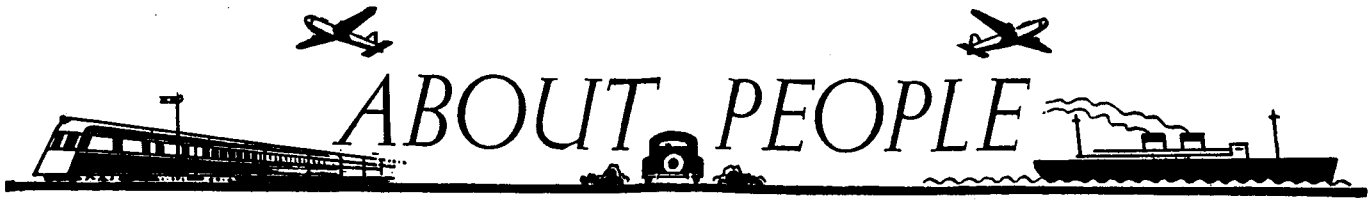

Harvard University has named *Jerome S. Bruner* as associate professor of social psychology and *Charles F. Mosteller* as associate professor of mathematical statistics, in its new department of social relations.

The National Lutheran Council has named *Reverened Paul C. Empie* as executive director.

Dr. John R. Brown has resigned from the bureau of tuberculosis control, Michigan Department of Health, to join the staff of the Veterans Administration Hospital in Dayton.

New president of the Social Science Research Council is *Pendleton Herring,* who has been serving as an officer of the Carnegie Corporation of New York since 1946, and earlier as a faculty member of Harvard University. He succeeds *Donald Young* who has been named general director of the Russell Sage Foundation.

Louis G. Van Wicklen has been appointed assistant superintendent of the State Training School for Girls at Ventura (Calif.). She has been serving as senior field representative of the division for community services for delinquency prevention, New Jersey State Department of Institutions and Agencies.

The Illinois Public Aid Commission has named *Russell O. McClellan* as chief of the division of personnel. Mr. McClellan has been serving as assistant director of personnel, and previously as special field representative.

The UN International Refugee Organization has named *Philip E. Ryan,* former director of international activities for the American Red Cross, as chief of operations for the United States Zone of Germany. Mr. Ryan will be responsible for the care of the nearly 300,000 refugees and displaced persons now living in camps in the United States Zone.

Donald S. Howard, formerly director of the Department of Social Work Administration, Russell Sage Foundation, has joined the faculty of the University of California at Los Angeles as chairman of the university's new department of social welfare. Mr. Howard was a member of the department at the foundation for twelve years and had been its director for the past two years.

Wayne Vasey has joined the faculty of the University of Iowa as director of the university's new graduate school of social work. Mr. Vasey reports that the new school expects to offer a one-year curriculum in the fall of 1949. During the coming year he will teach a course on social work and will conduct a seminar for practitioners in public welfare services. Mr. Vasey, who worked in public welfare administration for a number of years in California and Colorado, has spent the past year at the Russell Sage Foundation conducting a study of federal-state-local relationships in public assistance.

Joseph E. Baldwin has been appointed director of public welfare for Milwaukee County (Wis.), the first to hold this post. The new department was established in 1947 to provide the county with an integrated welfare program. Mr. Baldwin, who was previously director of the Indiana Department of Public Welfare, has also succeeded to the presidency of the American Public Welfare Association, following the tragic death of *W. S. Terry, Jr.,* of Louisiana.

Chastina A. Parry has been appointed executive secretary of the Community Health and Civic Association, Ardmore, Pa.

In Florida *Lucille Russ* has been appointed health improvement specialist to coordinate the health services of the State Board of Health, Agricultural Extension Division, and State Improvement Commission.

Frank O. Koehler has been named director of the YMCA's World Youth Fund campaign, succeeding *Lester C. Haworth* who has resigned to become vice-president of Haverford College. Mr. Koehler has been serving as general secretary of the Minneapolis YMCA since 1925.

New superintendent of the Illinois School for the Blind is *Leo J. Flood,* who has been serving as acting superintendent.

Dr. Floyd M. Feldman has resigned as health officer of Rochester, Minn., to serve with the U. S. Public Health Service as medical director in charge of the Central Coordination and Analysis Office, Tuberculosis Study Section, in Washington. Succeeding him in Rochester is *Dr. Viktor O. Wilson,* previously director of the division of child hygiene, Minnesota State Department of Health.

Northwestern University has named *Robert F. Winch* as associate professor of sociology. Professor Winch was previously on the faculty of Vanderbilt University.

Dr. Leverett D. Bristol has been named chief of the division of cancer control, Pennsylvania State Department of Health. He was recently commissioner of health and welfare in Maine.

The American National Red Cross has named *Ramone S. Eaton* as vice-president and assistant general manager. Mr. Eaton served previously as vice-president and manager of the Pacific Area.

Bernice Quimby has been appointed director of the child care division of the Federation of Protestant Welfare Agencies in New York City. Recently consultant to Mayor O'Dwyer's committee on child care, New York, Miss Quimby has just completed a pamphlet, "Standards of Foster Care for Children," for the U. S. Children's Bureau.

Appointments to the new Division of Youth Service in Wisconsin include: *Ernest E. Goranson,* formerly executive secretary of the Chicago Recreation Commission, as supervisor, community services for youth; *Hans Riemer,* formerly psychiatric social worker with the Veterans Administration, as supervisor, correctional services for youth; *Robert Carnes,* formerly executive secretary, East Side Youth Activities Council in Madison, as consultant in recreation; *Frank Sawacki,* formerly social caseworker, University of Wisconsin Child Development Referral Center, as social worker; and *Maurice Harmon,* formerly psychiatric social worker, Veterans Administration, as consultant in social work.

In Kentucky, *Dr. E. Bruce Underwood* has been named state health commissioner and secretary of the state board of health, succeeding the late *Dr. Phillip E. Blackerby.* Most recently in private practice, Dr. Un-

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derwood has had six years of experience as a local health officer in Kentucky and Florida.

E. I. Kiskinen has been appointed to the prevention division of the Minnesota Youth Conservation Commission as field representative in the northern area of the state. He has been serving as superintendent of public schools in Deer Park, Minn.

New superintendent of parks and recreation in Charlotte, N. C., is *Arthur H. Jones,* who served previously as National Recreation Association regional director for the southeastern states for eleven years.

Helen D. Green, formerly executive director of the American Service Institute of Pittsburgh, has been appointed to the faculty of the School of Social Work, University of Pittsburgh, as associate professor of social intergroup work.

In Montgomery, Ala., *Thomas A. Belser* has been named superintendent of recreation to direct the city's new year-round recreation program. Mr. Belser was previously a member of the staff of the YMCA in that city.

The Office of Commissioner of Welfare in Connecticut, has named *Pauline Gollub* as principal child welfare supervisor, division of child welfare, succeeding *Grace M. Houghton,* who has resigned.

Kathren McKinney has been appointed research director of the Council of Social Agencies of Dade County, Miami, Fla. She served previously with the Tulsa (Okla.) Counеil of Social Agencies as research associate.

New executive secretary of the Hennepin County (Minn.) Welfare Board is *Edward R. Kienitz.* He has been serving as acting executive secretary since the resignation of *Ruth Devney* in May.

Dr. F. W. Jackson has been named director of health insurance studies in the Canadian Department of National Health and Welfare. For the past seventeen years, he has been deputy minister of health and public welfare for Manitoba.

Kittye Clyde Austin has been appointed administrative assistant in the Alabama State Department of Public Welfare. She was formerly assistant director of the bureau of field service. Succeeding her in this position is *Mildred Beale,* who served previously in the bureau of informational service.

The National Organization for Public Health Nursing has named *Lillian Christensen* as assistant director for membership promotion. Her previous experience includes recruitment and public relations work for the division of nurse education, U. S. Public Health Service.

The National Organization for Public Health Nursing has appointed *Jean South* as public health nursing consultant for the joint tuberculosis nursing advisory service. Miss South has been serving with the Community Service Society of New York as field nurse, supervisor, and consultant.

NOPHN has also appointed *Lucy E. Blair* as orthopedic nursing consultant. Miss Blair's previous experience includes physical therapy service with the U. S. Navy and the Wisconsin state program for crippled children.

Helen E. Hayden, once director of the Kansas City unit of the George Warren Brown School of Social Work, Washington University, has been appointed associate professor on the faculty of the school at St. Louis.

In Canada, *Michael Meiklejohn,* long active in the development of drama in this country, has been appointed to the staff of the national fitness division of the Department of National Health and Welfare.

Laurence J. East has been named superintendent of the Illinois Soldiers' and Sailors' Children's School at Normal, Ill. He was previously personnel officer with the State Health Department.

The American National Red Cross has named *Mable R. Walter* as director of college activities. She has been serving as acting director since 1947.

Dr. Henrietta Herbolsheimer has been appointed medical administrative assistant to the director of the Illinois State Department of Public Health. She has served previously in the department as chief of the division of hospital construction and services.

New secretary of the Social Service Exchange of the Milwaukee County Community Fund is *Margaret Wilson,* replacing *Lenora Rosing* who retired recently.

Dr. George C. Gibson has been appointed director of the cancer control section of the Oregon State Board of Health.

Tulane University School of Social Work reports that *Kathleen Kelly,* of Pittsburgh, has been named to the faculty as assistant professor of group work.

Liselott Toby, formerly associate supervisor of the Brooklyn, N. Y., office of the Jewish Board of Guardians, has been appointed assistant professor of psychiatric social work at the school.

Indiana University has named *Loren Hess* as assistant professor in its Division of Social Service. Mr. Hess was previously a probation officer at South Bend, Ind.

Distinguished Servants

Departing from tradition the Kansas City (Mo.) Community Chest has chosen an agency executive for campaign chairman. No run of the mill executive, however, *H. Roe Bartle* is the best known Boy Scout director in America—a local institution. The man's size, energy, and activities are breathtaking. Last year, in addition to carrying his job as Boy Scout executive for the area and keeping his finger in dozens of community pies, he made 791 formal addresses, exclusive of short speeches and talks before colleges, universities, and civic organizations all over the country. It keeps six stenographers and one personal secretary busy taking care of his correspondence, which is dictated at 240 to 260 words per minute. (Cp. Walter Winchell's 215 word-per-minute delivery on the air.) Kansas City thinks the "biggest" man in town is the one to do the "biggest" job in town this fall.

It could only be in Denver that a citizen had worked in sixty consecutive chest campaigns. Last June *Mrs. Owen E. LeFevre* died in her home at the age of ninety-six. Last fall, still active, she raised $1,800 in five telephone calls. Mrs. LeFevre had devoted her life to important social causes. Throughout the years of the Denver chest's existence, she had been a member of the board of directors.

Former Secretary of the Navy, *Charles Francis Adams* is "Admiral in Perpetuity" of the Greater Boston Community Fund—the only president that the fund has had in its fourteen years existence. Boston's "grand old man" believes in and typifies the spirit of community responsibility for its own.

Houston's campaign chairman *Leopold S. Meyer* will lead an effort to raise $2,000,000 for the chest which he helped organize twenty-six years ago. Then he was an active member of a committee which the Young Men's Business League appointed to consolidate appeals. A chest was organized and young Mr. Meyers helped in the successful effort to raise $400,000.

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Crawford Toy Johnson, the first president of Birmingham (Ala.) and Jefferson County's Community Chest, remained a member throughout his lifetime. When he died, it was found that he had established a trust fund for the chest in order that his gift might appear on chest rolls in each campaign as long as the chest lasted. In appreciation of this and his lifetime of service, the board voted him a member "memoria in aeterna."

The chairman of the current chest campaign in Springfield, Mass., believes one must rise early to meet success. A bank vice-president, *A. J. Guffanti,* disregards traditional banker's hours. Often he gets up at dawn or stays up all night to speak to employe groups during campaigns. Many a night shift has been won to the chest cause by Mr. Guffanti's nocturnal addresses.

Albert M. Miller, president of the Central Ohio Paper Company, is the one trustee of the forty-member chest board in Columbus, Ohio, who helped organize the chest in 1923. He has worked in all twenty-four fund raising campaigns.

Retired as president of a successful music company in 1932, *Harry G. Koerber* now spends six hours a day in the exacting job of chairman of the Central Budget and Policy Committee of the Greater St. Louis chest. Beginning as a layman with no training in social service, he has become one of the best informed persons in St. Louis on the community's welfare services.

Probably the only man in the country with special campaigning clothes, *Charles Ellsworth,* sixty-two, of St. Paul, has been wearing his "Community Chest suit and topcoat" for eight years and figures they ought to last him about twenty-six more!

His most unforgettable experience was with a poor old tailor who mended Ellsworth's coat free "for the Community Chest" and added a $25 contribution. He started campaigning twenty-six years ago when he helped found the Rochester, Minnesota, Community Chest. After serving three years as campaign chairman there, he came to St. Paul in 1932, where he's been campaigning ever since. His proudest achievement is the time he gave a pep talk that boosted one firm's contributions 400 percent!

Recognized as a prophet in his own country *Charlie Stillman* received in June the honorary degree of Doctor of Laws from Ohio State University. At present he is director emeritus of the School of Social Administration, which he organized and directed at this university. "Charlie" was granted a more unique recognition when he resigned as FERA director for Ohio. On that day a one issue newspaper appeared devoted entirely to the character and accomplishments of C. C. Stillman. The lead told the story: "When newsmen gather to lament the stepping of a public official off the stage, that's news of a 'man bites dog' class."

Honors

To *Katharine Lenroot,* chief of the Children's Bureau, Federal Security Agency, the honorary degree of Doctor of Laws, from Tulane University, and honorary degrees of Doctor of Humane Letters from the University of Rochester and Russell Sage College for her services in behalf of children.

To *Francis B. Ierardi,* a member of the staff of the Massachusetts Division of the Blind, and the founder and managing editor of the National Braille Press, selection as the next recipient of the Migel Medal, awarded annually by the American Foundation for the Blind.

To *Robert L. Sutherland,* director of the Hogg Foundation for Mental Hygiene, University of Texas, the first Dallas Health Museum Award, to be given annually for outstanding contribution to public health in Texas, for his services in the mental hygiene field. . . . To *Dr. A. V. Hardy,* director of laboratories, Florida State Board of Health, a certificate of appreciation from the War and Navy Departments for his contribution to the advancement of medical science during World War II. . . . To *Dr. Talma W. Buford,* of Pattonville, Texas, the first annual Hogg Foundation Award of $250 for distinguished service in the cause of mental health in Texas.

To *Walter White,* writer and executive secretary of the National Association for the Advancement of Colored People, the first Sir James Jeans Award, to be presented annually by the New London Junior College for "notable contributions to the freedom of the human mind and spirit." . . . To *Channing H. Tobias,* director of the Phelps-Stokes Fund, the annual Spingarn Medal from the National Association for the Advancement of Colored People.

To *Edward C. Harold,* member of the faculty of the School of Social Administration, University of Chicago, designation as Knight of the Order of Orange-Nassau, from Queen Wilhelmina, for his outstanding work with the National Catholic Welfare Conference—War Relief Services.

To *Professor Boris Mirkine-Guetzevitch,* of the French University of New York, who directed the compilation of the forthcoming United Nations volume on human rights laws throughout the world, the Cross of Officer of the Legion of Honor from the French government, in recognition of his work in the fields of political science, history, and public law.

Died

Dr. Henry A. Cotton, Jr., deputy commissioner in charge of mental hygiene and hospitals, N. J. State Department of Institutions and Agencies, died in June at the age of forty. Appointed deputy commissioner in 1946, Dr. Cotton was previously psychiatric consultant to the department. During the war years, he served as psychiatrist in the armed forces, rising to the rank of colonel.

W. S. Terry, Jr., commissioner, Louisiana State Department of Public Welfare and president of the American Public Welfare Association, was killed by a prowler in his home at Baton Rouge, La., on July 3. One of the youngest state welfare directors in the country, Mr. Terry was widely known for his courageous battles for better social legislation and his tireless efforts in behalf of the APWA.

Dr. James Alexander Miller, a pioneer in the crusade against tuberculosis, died in July at Black Point, Connecticut, at the age of seventy-four. Professor of clinical medicine at the College of Physicians and Surgeons, Columbia University, from 1913 to 1945, Dr. Miller was largely responsible for the establishment of the New York Tuberculosis and Health Association of which he was president at one time. His many honors included a gold medal from the New York Academy of Medicine at its centennial last year, and designation as chevalier in the French Legion of Honor.

T. W. Cape, professor of social welfare at the University of North Dakota, died in July. Mr. Cape was president of the National Association of Schools of Social Administration and a member of the National Council on Social Work Education.

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Immediate Openings for Trained Caseworkers in Family Service Program. New scale from $2700 to $4060. Good personnel practices; excellent supervision; and unusual opportunity to participate in building progressive casework service. Preference for workers with two or more years of public or private agency experience. Maturity and creativity desired. Write Jewish Family and Children's Bureau, 319 West Monument Street, Mr. Jerome N. Sampson, Executive Director, to explore openings and to arrange interviews at agency expense.

GROUP WORKER. Graduate training or under-graduate training and experience essential. Work involves small clubs for young boys and a teen-age program. Salary dependent upon qualifications. Mitchell House, 38 Lawrence Street, Hartford, Connecticut.

CASEWORKER: With professional training for small agency in progressive college community Southern Tier New York. Challenging opportunity. Salary $2400; retirement plan. Write Family and Children's Society of Greater Endicott, P. O. Box 178, Endicott, New York.

CASE WORKER: for Methodist Child Caring Agency in Baltimore and Washington. Institutional, Foster Family, Own Home and Adoption services to children. Good salary range. Liberal personnel policy. State education, experience, and salary expected. Board of Child Care, 516 N. Charles Street, Baltimore 1, Maryland.

SUPERVISOR—professionally trained, man for Big Brothers and Big Sisters department; minimum 2 years experience in case work or group work; apply Jewish Children's Bureau, 1001 Huron Rd., Cleveland 15, Ohio.

CHILD WELFARE WORKERS: Positions in rural counties. Two years graduate training for District Consultants, $280-$320; one year graduate training for Junior Workers, $210-$250, and Senior Workers, $230-$270. Car required. Write Director, Child Welfare Services, Box 1189, Boise, Idaho.

POLISH OR GERMAN SPEAKING CASEWORKER, nonsectarian agency specializing in immigration and alien adjustments. Prefer graduate training in accredited social work school Will consider A.B. in social science willing to begin graduate studies. Scholarship aid possible. Also case supervisor preferably bilingual with graduate training and experience. International Institute, 259 E. Wells Street, Milwaukee 2, Wisconsin.

EXECUTIVE. Administration, casework, supervision. Challenging position, growing Family Service Agency, Chest- supported, city 57,000. Paid vacation, sick leave, retirement plan, regional institutes. Salary dependent upon qualifications, MSW equivalent, plus casework experience. Limited moving expenses. Personnel Committee, Family Service, 310 Rogers Bldg., Jackson, Michigan.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.; M.S. degree required; salary range $2950-$4175; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENING FOR PROFESSIONALLY QUALIFIED SUPERVISOR IN CHILDREN'S DIVISION (SALARY $3708-$3924) AND CASE WORKERS IN FAMILY AND CHILDREN'S DIVISIONS ($2700-$3924). APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIF.

HOUSEPARENTS: Cottage of eight teen-age boys or girls. Sufficiently interested in youth to participate closely with them in all phases of program. Man has additional assignment in school teaching or supervision of boys' work projects. Year round farm school near Ithaca, N. Y. Unique, progressive agency emphasizing social adjustment and citizenship training. Attractive apartment; salary; maintenance. Write George "Junior Republic", 175 Fifth Ave., New York City.

WORKERS WANTED

EXECUTIVE SECRETARY

Opening for professionally trained and experienced executive director. Duties include administration and supervision of staff. Community Chest Agency. Position available January 1, 1949. Write Harry R. Gosling, Family Service Association of Utica, 157 Genesee Street, Utica 2, New York.

CASE SUPERVISOR: Male or female. Minimum requirements include MSS from accredited school with previous supervisory experience in agency handling family or children's casework program. Salary up to $4,200. Challenging opportunity. Family & Children's Service, 602 South Cheyenne, Tulsa, Oklahoma.

CASEWORKERS AND SUPERVISOR professionally qualified, for agency caring for children in foster homes and in cottage type institution. Workers needed for foster home and adoption work and for direct work with emotionally disturbed children in cottages under psychiatric consultation; also experienced worker to supervise part time. Write The Children's Center, 1400 Whitney Avenue, New Haven 14, Conn.

CASEWORKER, graduate of an accredited school of social work, psychiatric field work preferred. New agency with good standards. Salary range $3,000 to $3,600. Family Service Agency of Greater Bakersfield, 2504 M Street, Bakersfield, California.

CASEWORKER II for family casework agency in Kentucky's beautiful Blue Grass region. Some one with the pioneer spirit is needed. M.S.W. plus at least two years' experience in accredited casework agency. Salary range $2700-$3640. Family Service, 144 Barr Street, Lexington, Kentucky.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.

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APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

PSYCHIATRIC SOCIAL WORKER wanted for a newly organized Child Guidance Clinic. Must be graduate of School of Social Work with wide experience in Child Guidance Program. Write Jewish Welfare Society, 212½ West Forsyth Street, Jacksonville, Florida.

WANTED: Caseworkers for private agency providing institutional care for young children and delinquent, adolescent girls, and foster home and adoption services. Graduate training and experience in child or family welfare work desired. Good salary according to qualifications. Excellent opportunity for qualified persons to participate in planning and developing constructive casework program. Address: Albertina Kerr Homes, 506 Panama Building, Portland 4, Oregon.

SENIOR CASEWORKER with Masters Degree and experience in student supervision for a Jewish multiple functioning agency in New York City. 8811 Survey.

EXPERIENCED social worker trained to handle executive position in a Family Agency with Membership in FSAA. Child Guidance Clinic in community. Write Family Welfare Association, Room 6, City Hall, La Crosse, Wisconsin.

CASEWORKER with graduate training, experience in family or children's work for a small multiple functioning Jewish agency. Challenging opportunity. Salary according to qualifications. Write Jewish Social Service Bureau, 45 Church St., Paterson, N. J.

VACANCIES for caseworkers with professional training. Limited caseloads. Opportunity for professional development. Salary dependent on training and experience. Write Richmond Children's Aid Society, Allison Building, Richmond 19, Va.

ANNOUNCEMENT

THE JOHN EDGAR THOMSON FOUNDATION, 3818 Chestnut Street, Philadelphia 4, Pennsylvania, anticipates a few vacancies. The Foundation assists in the education and maintenance of daughters of railroad workers who have been killed or who have died in railroad service.

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WOMAN EXECUTIVE; experienced in all phases of institution administration. Interested in work with normal dependent children or the aged. 8802 Survey.

NEGRO, 42, desires community service program position, youth counsellor or agency executive. Unique experience with veteran's affairs. Extensive administrative, case work, fund raising experience. 8810 Survey.

EXECUTIVE (Male) or associate position wanted in health or welfare field. M.S.S., 12 years experience as caseworker, supervisor, administrator in public and semi-private welfare, health, hospital, and community organization agencies. 8803 Survey.

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Chest Within Chest

(Continued from page 270)

and time consuming in-plant solicitations (particularly management's view—apparently that of labor as well, now).

3. The permanent retention of the year-around payroll deduction system.

4. Year around labor-management committee responsibility for referral service and for chest-agency contracts.

5. The acceptance of responsibility by both labor leadership and corporation management.

6. Increase in amount of money raised.

Among the latter are these:

1. Elimination of the personal sale of the agency services to a large group of citizens whose understanding support of voluntary health and welfare services is important.

2. Possibility of coercive practice, through making the solicitation of new employes' membership a routine item of employment procedure. Labor participation men are particularly wary of the possibility that the unions may become the coercive agent, now.

3. Danger of ill advised independent attitude and action of company plan trustees.

4. Reduction of corporation employe participation in campaign process and activities.

5. Possibility of frozen standard of giving, inadequate for future support or in time of emergency.

6. Elimination of labor's interest in achieving communitywide federation, by removing the physical problem of multiple campaigns as it applies to worker groups.

7. Exemption of the participating independent agencies (those outside the chest) from community budget review, at the same time extending to them the advantages of federated financing.

Any single solicitation plan which develops into an "Employe Chest" or a "Company Chest" with a board of governors having authority to grant or withhold support as they see fit can lead to trouble, warns CCC's Campaign Department. "Another everlasting temptation is to 'cut through the red tape' and give direct assistance to individuals, thereby denying faith in agencies and in organized welfare work and wrecking any orderly plan in that field."

Three C's suggests certain safeguards; frank discussion and voluntary adoption of all such plans with limitations outlined in the by-laws "flexibly but with persuasive guiding powers." An advisory committee, well balanced, experienced and informed, outside the chest but in sympathy with its purpose is suggested, to give trustees of the plant funds an authority against which they lean in making decisions, and a Community Appeals Planning Committee would be a supreme court of decision in large matters involving the chest as well as other appeals.

Reviews of the three specific plans studied are available on request from CCC.

Why We Volunteer

(Continued from page 276)

mented with. Volunteer bureaus, such as sprouted during the war—and many of which are very much going concerns in a number of our cities—were felt to be helpful. The program for the laboratory, however, should include testing, training, and placing, and serve as a central community spot for all people wanting to volunteer their services.

"One thing I have learned here," Mr. Lindeman told the symposium in a closing summary, "is never again to use the word 'motivation' lightly, easily, or specifically." And indeed, it must have seemed to every person who shared this symposium experience, that, even as the discussion revealed more and more about the dynamics underlying this complex mixture of ideas, attitudes, needs, and drives, it uncovered new and profound subtleties.

Mr. Lindeman's summary showed that at least eight kinds of motivations had been discussed: "functional," "feeling," "intelligence," "social pressure," "moral," "those easily validated but having concealed objectives," "compensatory," "those which are just a plain expression of citizenship."

Whatever the source of motivation, Mr. Lindeman reported, he believed that members of the symposium were agreed that it would be beneficial to know what it is, and that the introductory phase of training should allow for such discovery and analysis. For, as the chairman himself put it, "Volunteers are searching for a kind of learning that will give that sense of dignity which comes from a task well done, responsibilities met without coercion, and the knowledge of citizenship fulfillment."

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

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